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ABSTRACT

This document reviews the final report and recommendations of the Kansas State Master Planning Commission (MPC). The Commission's recommendations are formulated to meet postsecondary educational problems and challenges in Kansas. The preface presents a summary of a compilation of MPC findings and recommendations organized in a sequence consistent with the legislative charge. Background information concerning current trends in Kansas postsecondary education and current problems are highlighted in the second section. The third area, a point of departure, reviews the philosophy for the future of postsecondary education in Kansas. Recommendations concerning the system of institutions, governance, role of planning and management agencies and finance are presented in the fourth section. The fifth section reviews both the procedure and timing of implementation. (MJM)

ED 076114

# POSTSECONDARY EDUCATIONAL PLANNING TO 1985:

## FINAL REPORT AND RECOMMENDATIONS

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mpc MASTER PLANNING COMMISSION

December, 1972

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Kenneth E. Anderson, Executive Director
Harold L. Finch, Project Director

Michael C. Noland, Research Associate
Duncan Sommerville, Research Associate
Jerome F. Stroud, II, Research Associate
John P. Hanna, Research Assistant

Master Planning Commission
Capitol Federal Building - Room 600
700 Kansas Ave., Topeka, Kansas 66603
Phone: (913) 296-3909

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State of Kansas

Capitol
Topeka, Kansas

**SPECIAL COMMITTEE ON**
**EDUCATION MASTER PLANNING**

TO: The Governor and Members of the 1973 Legislature of the State of Kansas:

In accordance with S.C.R. 40 (1970), as amended by S.C.R. 50 (1971), the Special Committee on Education Master Planning submits the final report of the Master Planning Commission on Education. The members and the staff of the Master Planning Commission have held many meetings and indeed so many groups. They have carefully developed a broad, forward-looking report and plan.

The report has only very recently been completed and made available to the members of the Special Committee on Master Planning in Education. An examination of the recommendations reveals that careful attention and study must be given to the various proposals before action can be taken. Since implementation involves reconciliation of many diverse views, the Committee has decided to transmit the report without singling out any of the Commission's recommendations for comment.

The Committee commends the Commission for the manner in which it fulfilled its charge. It expresses its appreciation for the work and time that the Commission and its chairman and staff have devoted to this study.

Joseph C. Harder

Joseph C. Harder, Chairman

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# MASTER PLANNING COMMISSION

Honorable Joseph C. Harder
Chairman, Special Committee on
Education Master Planning
Kansas State House
Topeka, Kansas

December 19, 1972

Dear Senator Harder:

It is my pleasure to forward to you the Final Report and Recommendations of the Master Planning Commission.

In its first interim report, the Commission expressed its commitment to a thoughtful, long-term look at education and to the delivery of action-oriented recommendations. The study reports filed since then and this final report bear witness to the Commission's dedication to that commitment.

The Commission's recommendations are uniquely formulated to meet postsecondary educational problems and challenges that lie ahead in Kansas. The recommendations grew out of the Commission's own efforts and are not adopted from reports developed for other states, although the Commission has reviewed such studies and worked with outside consultants.

The innovative approach of the Commission to its assignment is particularly manifested in the analytical simulation of various alternatives to the existing system. A computer program was developed which allows a priori analysis of the factors that are critical in planning. The Commission urges that the computer model and the related bank of uniform data for the state system of postsecondary education be continually updated and used in ongoing study and evaluation.

The Commission's recommended plan for governance is also unique. If the intent of the plan is carried out, the Commission firmly believes it will provide the needed mechanism for implementation of a coordinated and effective system of statewide postsecondary education. The plan was designed also to be in harmony with the purposes and requirements of the Federal Education Amendment Act of 1972. In this connection, it is of utmost importance that Kansas undertake to meet the governance requirements of this new Federal legislation during early 1973.

While the final report is complete, the Commission's work is not yet finished. To help ensure that the intent of the recommendations are

Respectfully,

Wilbur T. Billington

Wilbur T. Billington
Chairman

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Preface

# SUMMARY OF MASTER PLANNING COMMISSION RESPONSE TO THE LEGISLATIVE CHARGE

This summary constitutes a compilation of Master Planning Commission (MPC) findings and recommendations organized in a sequence consistent with the Legislative charge. Fuller discussions relative to these recommendations as well as background and related material are presented in the main body of the report.

**CHARGE NO. 1: Prepare a plan of the educational goals and objectives of Kansas for the area between the elementary-secondary school system and the four-year colleges and universities.**

**RESPONSE:**[1] The hallmark strategy of the Master Planning Commission's operations has been to investigate objectively the current structure of postsecondary education, to gauge its future course, to quantify relationships as much as possible and to isolate for closer inspection the accomplishments of the past and the problems of the present and future. Critical analysis was directed to enrollment forecasts, projections of manpower needs of the state's economy and determination of student needs and aspirations. These findings, reflected in background Chapters 1 and 2, led in a positive manner to the MPC's philosophical position and to its recommendations.

A summary of the MPC's statement on goals for education, the role of institutions and philosophy relative to financing, performance and governance as delineated in Chapter 3 follows.

Among the goals are: to provide for an educated citizenry, to provide a source of trained manpower, to serve as a catalyst in shaping progress, to provide broader educational opportunities to meet the diverse needs of all Kansans, to foster excellence in teaching and research, to encourage and facilitate life-long learning, and to optimize the use of educational resources.

The MPC recognizes that each institution at any given time has a unique constituency, and believes that the primary role of each institution is to serve its constituency in the best possible manner. The state system should be sufficiently flexible so that as the

[1] In responding to this and subsequent charges, the Master Planning Commission is cognizant of the broadening of its assignment in the 1971 Legislative Session to include explicitly the institutions governed by the Board of Regents.

postsecondary needs of Kansas change, institutional roles will be able to efficiently and appropriately respond.

Postsecondary education needs to place a high priority on the objective assessment of outcomes in terms of student, program, institutional and state goals. A rapid transition from the present evaluation methods, which emphasize the measurement of educational processes instead of educational products, is needed.

In addition to recognizing the need for greater financial support of postsecondary education, the MPC embraces two fundamental principles regarding funding. First, the percentage distribution of revenue from the various sources (e.g., tuition, state funds) among public institutions and types of institutions should be comparable. Secondly, the state has a responsibility for direct assistance to students in financial need.

Effective governance of the total system of postsecondary education consistent with the overall goals and purposes requires coordination, institutional autonomy, state-wide planning, public participation and streamlined organization at the state level. Statements regarding these elements of governance follow.

In order that limited resources may be most effectively used, it is imperative that the state exercise responsibility for coordinating their use in supplying educational services to the public. Although the state must be concerned with coordination, its role should not extend to matters of how each institution is to accomplish its objectives. The MPC believes that each institution should be independent while operating within the dimensions of overall state plans, coordination and fiscal management.

Continuous planning to meet the needs of the public for postsecondary education and to effectively utilize available resources is of great importance. To facilitate objective evaluation and establishment of priorities and in order to receive appropriate emphasis, the MPC is committed to the philosophy of providing separate, but coordinated, planning and management capabilities.

Education is a matter of public concern; therefore, the public is obliged to participate in its planning and implementation. While public input is essential in state and local planning as well as policy formation and evaluation, the responsibility for operations should be left to the staff appointed by the public boards.

Finally, the MPC believes that the state governance of postsecondary education should not result in great bureaucracy. Rather, the commitment to institutional autonomy and efficiency should reflect streamlining in terms of personnel and cost at the state level. Each institution should be independent while operating within the dimensions of overall state plans, coordination and fiscal management.

**CHARGE NO. 2A: Project the educational needs of Kansas students.**

**RESPONSE:** A series of surveys were designed to determine the needs, aspirations and accomplishments of Kansas students and to obtain comparative and evaluative information and opinions from students who were in the postsecondary system at the time of the survey or who had recently graduated. The scope of the overall study, which is published as MPC Planning Report Number 3, is briefly described:

- Over 11,000 high school seniors stratified by size of graduating class and by geographic location were surveyed. Major findings included the identification of educational aspirations of students eligible for entry to postsecondary education.
- Students who graduated from high schools in 1968 were surveyed. Principal findings pertained to: what they had done since graduation relative to such activities as education, work, military, etc.; what they were presently doing; and what they planned to do in the future.
- Four opinionnaires were administered to area vocational-technical school (AVTS) students: part-time secondary students, day students, adult evening students and recent graduates. The effectiveness of AVTS instruction as perceived by students was assessed and a profile of AVTS students was obtained.
- Recent graduates of public community junior colleges were surveyed. Study results included an evaluation of student experiences and a profile of the community college graduate.
- Two opinionnaires were administered to students of private four-year colleges: seniors of the class of 1971 and graduates of the class of 1967. The effectiveness of private postsecondary education as perceived by students was assessed and a profile of students who complete their studies in private colleges was obtained.
- Two surveys of students of public four-year colleges and universities were conducted: seniors of the class of 1972 and baccalaureate graduates of the class of 1967. Results of the survey included a student appraisal of the education they had received and a profile of public four-year colleges and university graduates.

**CHARGE NO. 2B: Project the needs of the state and its economy in this middle educational level through the mid-1980's.**

**RESPONSE:** An extensive analysis of present and future male and female manpower requirements of the state as a whole and regions within the state was conducted. The study, which was based on U.S. Census employment data, encompassed all occupational categories, including the professions. The forty-range projections regarding job openings were presented in terms of required levels of educational and training preparation, as well as by standard occupational groups (e.g., clerical and kindred workers).

The study is published as MPC Planning Report Number 2. Selected findings pertinent to educational planning include:

- During the 1970's, 267,000 workers will die or retire. To replace these losses and to provide for labor force expansion, almost a third of a million workers must be trained, educated and otherwise prepared for entry into the world of work.
- During this decade, the labor force composition will include an unprecedented number of young workers.
- During the next 15 years, 60 percent of all job openings will be filled by women. Increased numbers of these jobs will be held by married women, mothers with young children and older women.
- The Kansas labor force is geographically distributed in an uneven pattern. The most apparent continuing variance is between western and eastern halves of the state with annual manpower requirements of the westerly half projected to constitute less than 15 percent of the total.
- During the 1970's the job market for persons with a baccalaureate or advanced degree will continue to be relatively limited. Three out of five job openings will require one to two years of postsecondary preparation and one out of four job openings will not require postsecondary training or education.

**CHARGE NO. 3: Determine what the optimum role, financial structure and school organization should be for:**

**A. Community junior colleges offering one or more of the following educational programs: two-year general, terminal, technical, occupational and transfer type courses;**

**B. Vocational education schools offering general, occupational, vocational and technical programs.**

**RESPONSE:** The Master Planning Commission reached the following conclusions (see Recommendations 1 through 5, Chapter 4) relative to the role and organizational structure of academic-vocational instruction:[1]

1. It is recommended that the existing dual system of vocational-technical schools and community junior colleges be combined into a streamlined network of comprehensive two-year colleges. The mix of career-oriented and academic curricula shall be determined by local needs.
2. It is recommended that philosophical unification be accompanied by consolidation of physical plant and staff where possible. The following pairs of area vocational-technical schools and community junior colleges are recommended for merger: Northwest Kansas AVTS and Colby CJC, Liberal AVTS and Seward County CJC, Southwest Kansas AVTS and Dodge City CJC, North Central Kansas AVTS and Cloud County CJC, Central Kansas AVTS and Hutchinson CJC, Northeast Kansas AVTS and Highland CJC and Kansas City AVTS and Kansas City Kansas CJC.
3. It is recommended that the offerings of the following existing two-year institutions be expanded to enable each to provide occupational and academic training opportunities consistent with local needs and with the capabilities of the institution and of other institutions to meet these needs:
   - Barton County CJC
   - Butler County CJC
   - Cowley County CJC
   - Garden City CJC
   - Johnson County CJC
   - Pratt CJC
   - Kaw AVTS
   - Flint Hills AVTS
   - Manhattan AVTS
   - Wichita AVTS
4. It is recommended that seven southeast Kansas institutions be merged to form two multicampus, comprehensive institutions as follows:
   - Southeast Kansas AVTS, Coffeyville CJC, Independence CJC and Labette County CJC
   - Allen County CJC, Ft. Scott CJC and Neosho County CJC
5. It is recommended that the programs, staff and facilities of Salina Area Vocational-Technical School and Kansas Technical Institute be merged and that objectives and programs of the consolidated institution be established consistent with the vocational and technical training needs of

---

[1] These recommendations were formulated after extensive analysis of alternatives. The analysis was facilitated by a computer model, developed especially for the study, which examined future demands of postsecondary education in the future economic and social context (see Chapter 3).

the Salina community. The technical training needs of other communities, particularly those with high labor market demands, should be met by appropriately expanding the offerings of the integrated system of comprehensive two-year colleges.

Recommendations regarding financial structure are included in the response to Charge No. 9.

**CHARGE NO. 4: Propose the optimum organization for the coordination of all post-high school institutions which are not under the Kansas Board of Regents, and recommend methods for the coordination of post-high school institution programs with those of secondary schools and the public and private four-year colleges and universities.**

**RESPONSE:**[3] The following recommendations would provide for an effective system of governance relative to the system of institutions proposed in the response to Charge No. 3:

1. It is recommended that a permanent and independent State Planning Agency charged with the continuing responsibility of research and planning for a comprehensive system of postsecondary education be established under the Legislature. The agency, to be known as the "State Commission", should be designated as the postsecondary education commission prescribed under Part L, Section 1202 of the federal Education Amendments of 1972.
2. It is recommended that a State Management Agency charged with the management of the state interest in postsecondary education be established under the Governor and appointed with the advice and consent of the Senate. The agency should be designated as the postsecondary entity prescribed under Part B, Section 1055 of the federal Education Amendments of 1972.
3. It is recommended that each of the six Board of Regents institutions be governed by a board of trustees appointed by the Governor with the advice and consent of the Senate. All other public postsecondary institutions should be governed by locally elected boards. Institutional boards should contract with elementary and secondary boards to enable occupational facilities and staff to be utilized by elementary and secondary students who can benefit from such training and who otherwise would not have such training opportunities available to them.
4. It is recommended that all appointments to boards and commissions (i.e., those recommended in this response) be for staggered terms and geographically representative.

[3] Again, the Master Planning Commission is cognizant of the broadening of its assignment to include explicitly the institutions governed by the Board of Regents.

The roles of the recommended state and local governing bodies are delineated in Chapter 6. A profound understanding and commitment to these roles by all parties involved is essential.

Expeditious enactment of the two state agencies is essential. Implementation procedures and timing are briefly outlined as follows:

1. Provisions for governance should be accomplished in the 1973 Legislative session in order to comply immediately with the federal Education Amendments of 1972.
2. Provision for the State Management Agency should be accomplished at the earliest possible date by amendment to the Kansas State Constitution removing the provision for the State Board of Regents, followed by Legislative creation of the State Management Agency. On an interim basis, it is recommended that the Board of Regents organization be assigned the functions of the State Management Agency, and concurrently all authority over postsecondary education now residing with the State Board of Education should be terminated.
3. Legislative provision for the State Commission should be accomplished early in 1973 in accordance with Title XII, Section 1202 (a) of the federal Education Amendments of 1972. After July 1, the State Education Commission should be subsumed under the State Commission.

**CHARGE NO. 5: Indicate the impact of the first phase of the master plan on the capability of independent colleges and universities continuing to provide diversity of higher educational opportunities in the state.**

**A. Define what the role of the private colleges and universities should be as a part of the total education program of the State of Kansas.**

**B. Outline changes in the organization, relationships or financing of private institutions necessary to enable them to fulfill their role in the educational program of Kansas, and to preserve their educational freedom.**

**RESPONSE:** While a public body should not attempt to determine the role of private colleges, the Master Planning Commission recognizes the significant and unique contributions that private education has made. After considering the strengths of private colleges, it was concluded that continued viability of this sector of postsecondary education would be in the best interest of the state. Maintenance of this element of education would ensure the provision of broad alternatives for future generations of college aspirants.

However, in projecting the enrollments of Kansas postsecondary institutions it is clear that unless current trends are significantly altered the existence of a number of private colleges will be seriously threatened by 1980 (see Chapter 1). Some will not be able to remain economically or educationally viable, while the effectiveness of others will be impaired. Two possible solutions to the dilemma are (1) changing institutional goals and purposes and (2) consolidating resources through institutional merger. Of course such actions can only be initiated and effected by the private governing boards of control.

Recommendations regarding financial structure are included in the response to Charge No. 9.

**CHARGE NO. 6: Submit recommendations regarding use of existing facilities, the need for additional institutions to adequately serve the needs of students, or the advisability of discontinuing any existing program or institution.**

**RESPONSE:** With the exception of merger and expansion of occupational training in urban areas as recommended in the response to Charge No. 3, the need for new major facilities or institutions is not anticipated through the 1970's. In most cases involving merger, existing facilities would be utilized as multicampus or satellite centers.

**CHARGE NO. 7: Indicate methods by which vocational, occupational, and technical education may achieve public recognition of the importance of its role in the economy of the state, in providing beneficial training to the majority of students who do not graduate from four-year colleges and universities, and how it may attain its proper place in the educational program of the State of Kansas.**

**RESPONSE:** The most productive approach to upgrading vocational, occupational and technical education would be through the expeditious consolidation of area vocational-technical schools and community junior colleges into an integrated system. Elimination of the dual approach should provide the impetus to raise occupational education to a first class status by providing for: improved articulation with the other elements of postsecondary education, the granting of college credit and degrees in lieu of clock hours and certificates and the broadening of vocational program offerings to include those which require substantial cognitive training (e.g., registered nursing and engineering technology).

The provision of effective guidance counseling services at all levels of education and throughout the state should receive a priority

(but is second to none). Coupled with this is the recommendation that the State Commission (as defined in response to Charge No. 4) expand and continuously up-date the manpower projections of the Master Planning Commission (see response to Charge 2B).

**CHARGE NO. 8: Make findings and recommendations regarding the proper role, program, location, organization and affiliation of special technical institutes, including the Kansas Technical Institute, Salina.**

**RESPONSE:** This charge is covered in the response to Charge No. 3 (Item 5).

**CHARGE NO. 9: Estimate the cost of implementing and putting into effect the proposed master plan, and recommend methods for support and financing.**

**RESPONSE:** The recommended institutional structure provides a foundation for a truly comprehensive system of postsecondary education throughout the state. However, the system alone will not insure an immediate or even a satisfactory transition. The rate and extent to which the system's potential is realized will be dependent on a number of unknowns including the rate and direction of economic development of Kansas, the degree to which high school counselors and parents respond to the future needs of the society and the public's willingness to pay for improved educational output. Consequently, future operating costs have been analyzed in terms of probable high and low expenditure requirements. The increased costs associated with the recommended system compared to that of the existing system are largely due to expanded enrollments in occupational programs. The estimated postsecondary operational cost range of the recommended system for 1980 is presented and compared with 1970 and 1980 costs for the existing system as reported in Chapter 1:

| | |
|---|---|
| 1970 Actual: | $179,951,000 |
| 1980 Estimate A:* | $350,000,000 |
| (Existing system; status quo) | |
| 1980 Estimate B:* | $360,000,000 |
| (Recommended system; slow/minimal transition) | |
| 1980 Estimate C:* | $390,000,000 |
| (Recommended system; fast/maximum transition) | |

It is recommended that the procedure for distributing revenue be based on the following:

1. Tuition to be paid by students attending public institutions should equal 25 percent of the institutional operating cost per student.

*See Table 7, Chapter 4 for explanation of assumptions.

2. State and federal appropriations should cover the remaining 75 percent. Institutional funds obtained from endowments and other non-public sources should be excluded from the computation of state and federal appropriations.
3. The private college student assistance program should be expanded to all Kansans who may wish to attend Kansas postsecondary institutions, public or private.
4. The State Commission should give future consideration to the student assuming a larger proportion of the cost of his education, together with an expanded student aid program. Consideration should also be given to the provision of tuition incentives geared to state priorities.
5. A statewide fund should be established to cover future outlays at public institutions for capital expenditures for buildings and equipment.

In addition to the original Legislative charge, three concurrent resolutions (1972) were assigned to the Master Planning Commission.

**SENATE CONCURRENT RESOLUTION NO. 95: Resolution provides "for a special committee to make a legislative study concerning the establishment of a statewide community college system and financing thereof, or transferring junior colleges to the jurisdiction of the State Board of Regents and establishing a system of area vocational schools or any combination of the foregoing."**

**RESPONSE:** An integrated system of community junior colleges and area vocational-technical schools is recommended in the response to Charge No. 3. Recommendations relative to the governance and finance of the system are presented in response to Charges 4 and 9, respectively.

**SENATE CONCURRENT RESOLUTION NO. 102: Resolution provides "for a special committee to make a legislative study concerning the feasibility of transferring community junior colleges to the jurisdiction and control of the State Board of Regents."**

**RESPONSE:** Recommendations regarding postsecondary governance are presented in the response to Charge No. 4.

**SENATE CONCURRENT RESOLUTION NO. 1144: Resolution provides "for a special committee to make a legislative study concerning merging the six community junior colleges and area vocational schools of southeastern Kansas."**

**RESPONSE:** This charge is answered in response to Charge No. 3 (item 4).

*Background*

# CHAPTER 1. CURRENT TRENDS IN KANSAS POSTSECONDARY EDUCATION

In 1970 the Kansas system of postsecondary education encompassed 63 public and private institutions and served 94,000 full-time equivalent (FTE) students at an operating cost of 180 million dollars.[5] Since that time the total enrollment has increased slightly and is expected to continue to gradually rise until it peaks at about 105,000 students in 1979.[6] The cost of postsecondary education will almost double during the 1970's to 350 million dollars. Inflation based on an annual rate of five percent will account for 63 percent of the 170 million dollar increase in operating expenditures during this decade.

Beginning in 1980, postsecondary enrollments will drop sharply. This decline, which will extend through 1990 before reversing again, will be a reflection of the substantial drop in birth rates during the 1960's.

## SYSTEM OF INSTITUTIONS, 1970

The system of institutions in 1970 included seven public four-year colleges, eighteen private four-year colleges, nineteen community junior colleges, five private junior colleges, thirteen vocational-technical schools and one technical institute. The existing geographic network of institutions is illustrated in Figure 1.

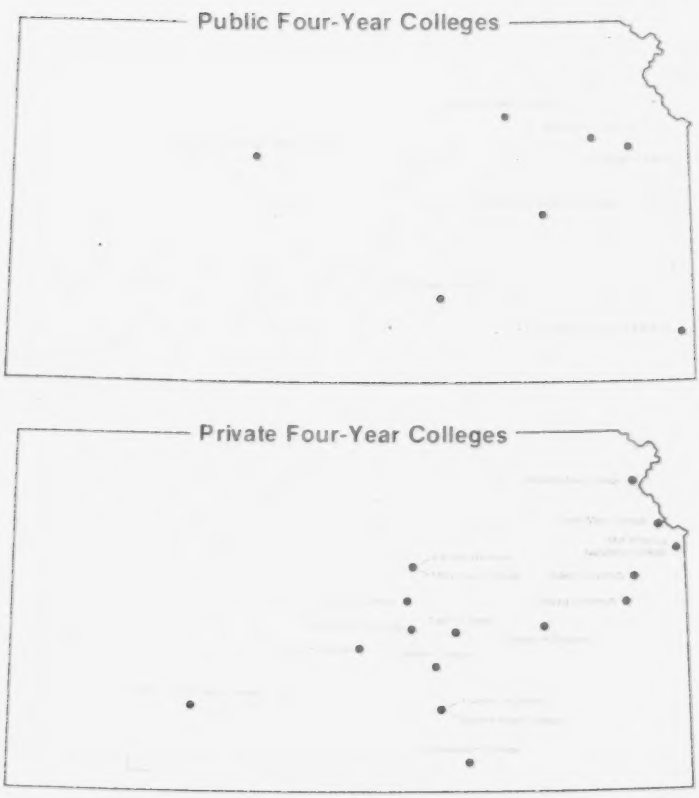
The form of postsecondary governance is widely variant among institutions and type of institutions. Six of the public four-year colleges and universities are governed by the Kansas Board of Regents; Washburn University is governed by a municipal board in Topeka which includes a representative from the Kansas Board of Regents. Each of the private colleges and universities, both two-year and four-year, is responsible to a board affiliated with a religious order or denomination. All public two-year institutions are within the jurisdiction of the Kansas State Board of Education; however, at the local level they are subject to a number of varying arrangements of governance and control.

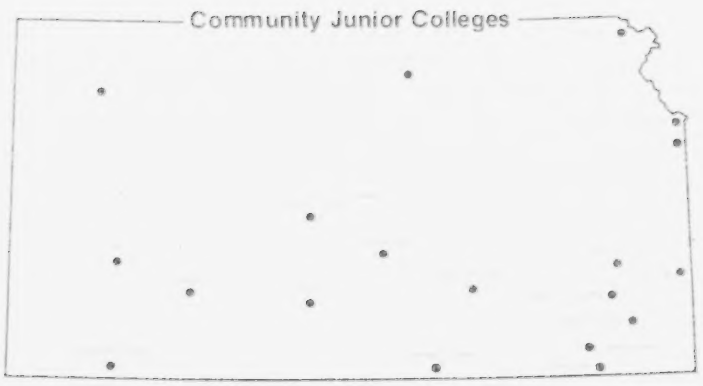
---

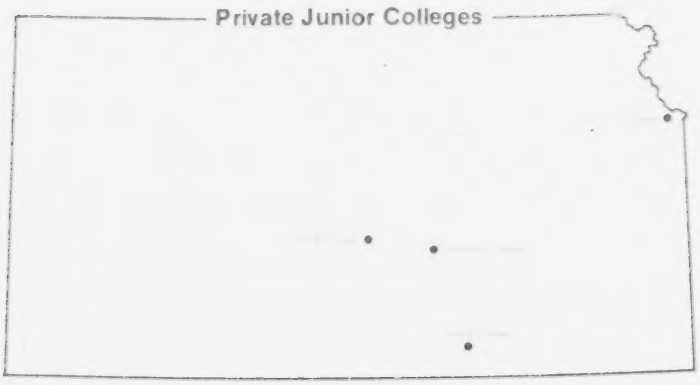
[5] There are currently two less colleges than there were in 1970. Mount St. Scholastica and St. Benedict's College, both located in Atchison, merged to form Benedictine in 1971, and Miltonvale merged with Bartlesville, Oklahoma Wesleyan College in 1972.

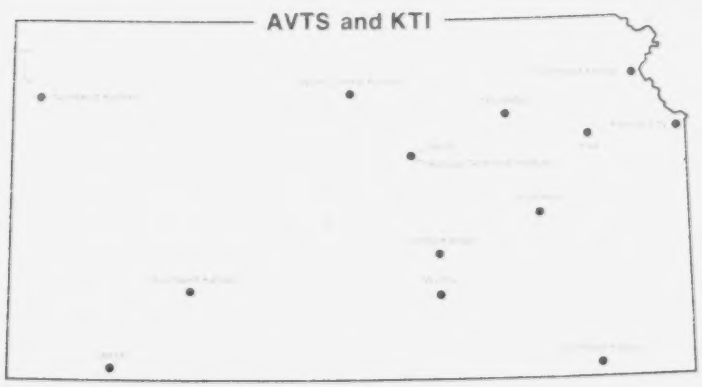
[6] Projections throughout Chapter 1 are based on the existing system of institutions and assume no major changes in social, economic, political or other trends that affect Kansas postsecondary instruction. The procedures used to forecast future educational requirements are described in a subsequent MPC report.

FIGURE 1
EXISTING SYSTEM OF POSTSECONDARY INSTITUTIONS




Community Junior Colleges


Private Junior Colleges


AVTS and KTI

## Enrollment

In 1970, 85 percent of all postsecondary students were enrolled in public institutions. These public students were predominantly (90 percent) graduates of Kansas high schools, whereas 50 percent of the students enrolled in private colleges were from out of state. Approximately 60 percent of entering public and private students attended four-year institutions. A detailed enrollment report by class is presented in Table 1 for (a) public institutions and (b) public and private groupings by institutional type.

First-year enrollments, which provide an indication of overall enrollment trends in the near future, are presented in Figure 2 for the years 1965 through 1970 for each of the institutional types as percentages of total first-year enrollments. The fastest growing sectors of postsecondary education during this period were the community junior college and the area vocational-technical school. Although overall enrollments of private colleges as a whole exhibited stability, the number of students entering at the first-year level began to markedly decline. A similar decline, but to a lesser extent, was experienced at the freshman level of the public four-year college group.

## Finance

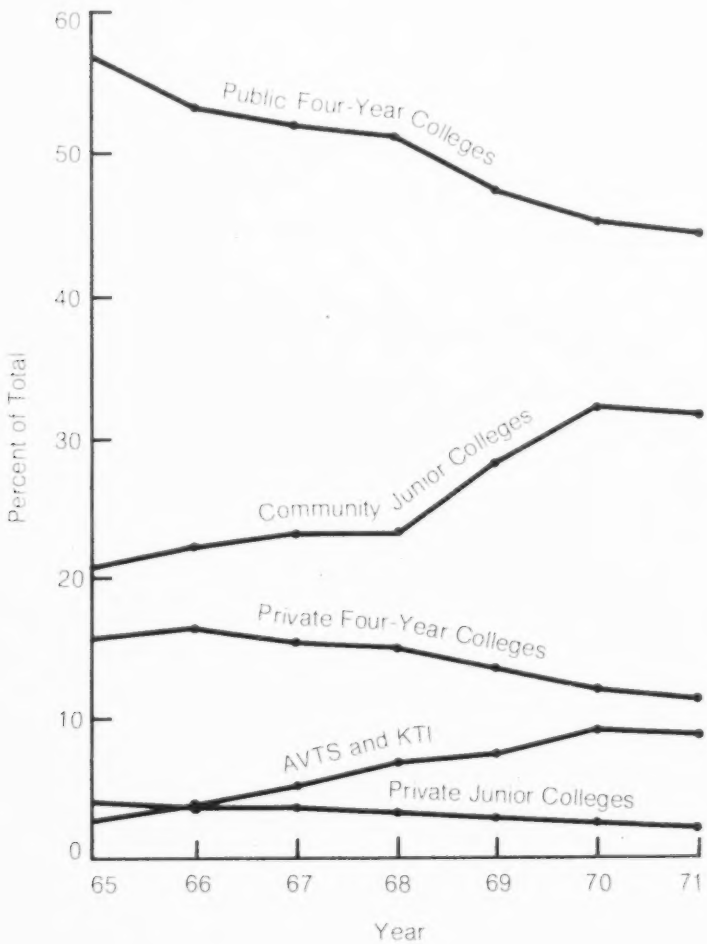
In 1970, the total operating cost of Kansas postsecondary education was 180 million dollars. Of this amount 86 percent was spent for public education. Unit institutional operating costs ranged from $868 to $3972 per FTE student — an indication of wide differences in such factors as objectives, programs and enrollments. The average cost per full-time equivalent student was $1918.

Sources of revenue also differed markedly from institution to institution and from type to type. In 1970, state and federal taxes constituted the following percentages of operating revenue:

| | |
|---|---|
| Public four-year colleges | 71% |
| AVTS and KTI | 54 |
| Community junior colleges | 25 |
| Private junior colleges | 5 |
| Private four-year colleges | 4 |

A detailed expenditure and revenue report is presented in Table 2 for (a) public institutions and (b) public and private groupings by institutional type.

**FIGURE 2**
**KANSAS FIRST-YEAR POSTSECONDARY ENROLLMENTS**
**PERCENT OF TOTAL**



## TABLE 1
### 1970 FULL-TIME EQUIVALENT ENROLLMENTS*

| PUBLIC INSTITUTION | TOTAL | 1ST YR | 2ND YR | JUNIOR | SENIOR | GRAD |
|---|---|---|---|---|---|---|
| Fort Hays Kansas State College | 5,130 | 1,332 | 997 | 1,233 | 1,148 | 420 |
| Kansas State College of Pittsburg | 5,471 | 1,169 | 1,089 | 1,265 | 1,370 | 598 |
| Kansas State Teachers College | 6,508 | 1,595 | 1,462 | 1,465 | 1,253 | 733 |
| Kansas State University | 13,444 | 3,443 | 2,902 | 2,758 | 2,378 | 1,959 |
| University of Kansas** | 17,798 | 3,350 | 3,521 | 3,543 | 3,811 | 3,573 |
| Wichita State University | 9,217 | 2,571 | 1,976 | 2,080 | 1,845 | 1,045 |
| Washburn University | 3,623 | 1,148 | 838 | 719 | 560 | 358 |
| Allen County CJC | 518 | 324 | 194 | | | |
| Barton County CJC | 834 | 549 | 285 | | | |
| Butler County CJC | 1,387 | 967 | 420 | | | |
| Cloud County CJC | 515 | 329 | 186 | | | |
| Coffeyville CJC | 657 | 433 | 224 | | | |
| Colby CJC | 799 | 481 | 318 | | | |
| Cowley County CJC | 575 | 361 | 214 | | | |
| Dodge City CJC | 771 | 498 | 273 | | | |
| Ft. Scott CJC | 460 | 280 | 180 | | | |
| Garden City CJC | 740 | 439 | 301 | | | |
| Highland CJC | 404 | 250 | 154 | | | |
| Hutchinson CJC | 2,126 | 1,414 | 712 | | | |
| Independence CJC | 586 | 354 | 232 | | | |
| Johnson County CJC | 1,732 | 1,230 | 502 | | | |
| Kansas City Kansas CJC | 1,155 | 774 | 381 | | | |
| Labette County CJC | 409 | 244 | 165 | | | |
| Neosho County CJC | 369 | 255 | 114 | | | |
| Pratt CJC | 504 | 327 | 177 | | | |
| Seward County CJC | 332 | 231 | 101 | | | |

## TABLE 1 (Continued)

| PUBLIC INSTITUTION | TOTAL | 1ST YR | 2ND YR | JUNIOR | SENIOR | GRAD |
|---|---|---|---|---|---|---|
| Northeast Kansas AVTS | 243 | 180 | 63 | | | |
| North Central Kansas AVTS | 383 | 283 | 100 | | | |
| Southeast Kansas AVTS | 273 | 205 | 68 | | | |
| Southwest Kansas AVTS | 200 | 148 | 52 | | | |
| Flint Hills AVTS | 94 | 70 | 24 | | | |
| Northwest Kansas AVTS | 453 | 285 | 168 | | | |
| Central Kansas AVTS | 173 | 128 | 45 | | | |
| Salina AVTS | 338 | 240 | 98 | | | |
| Kaw AVTS | 338 | 250 | 88 | | | |
| Manhattan AVTS | 224 | 190 | 34 | | | |
| Wichita AVTS | 659 | 489 | 170 | | | |
| Liberal AVTS | 168 | 124 | 44 | | | |
| Kansas City AVTS | 323 | 273 | 50 | | | |
| Kansas Technical Institute | 177 | 131 | 46 | | | |
| INSTITUTIONAL TYPE | | | | | | |
| Public Four-Year Colleges | 61,187 | 14,608 | 12,765 | 13,063 | 12,065 | 8,686 |
| Community Junior Colleges | 14,873 | 9,740 | 5,133 | | | |
| AVTS and KTI | 4,046 | 2,996 | 1,050 | | | |
| Private Four-Year Colleges | 12,231 | 3,993 | 2,967 | 2,588 | 2,683 | |
| Private Junior Colleges | 1,475 | 872 | 603 | | | |
| ALL INSTITUTIONS | 93,812 | 32,209 | 22,518 | 15,651 | 14,748 | 8,686 |

*Data provided by respective institutions.

**Throughout this report, statistics relative to the KU Medical Center are not included in data reported for the University of Kansas.

## TABLE 2
### 1970 OPERATING BUDGETS*
### (In thousands of dollars)

| PUBLIC INSTITUTION | EXPENDITURES | TUITION AND TAX REVENUES | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | TUITION | | LOCAL | | STATE | | FEDERAL | |
| Fort Hays State College | 6,693 | 1,666 | (25%) | 0 | (0%) | 4,389 | (66%) | 378 | (6%) |
| Kansas State College of Pittsburg | 8,680 | 2,036 | (23) | 0 | (0) | 5,566 | (64) | 568 | (7) |
| Kansas State Teachers College | 9,859 | 2,177 | (22) | 0 | (0) | 6,347 | (64) | 757 | (8) |
| Kansas State University | 41,967 | 5,405 | (13) | 0 | (0) | 20,312 | (48) | 10,018 | (24) |
| University of Kansas | 42,851 | 8,549 | (20) | 0 | (0) | 23,294 | (54) | 8,752 | (20) |
| Wichita State University | 15,280 | 3,487 | (23) | 0 | (0) | 9,707 | (64) | 883 | (6) |
| Washburn University | 4,458 | 2,069 | (46) | 1,192 | (27) | 671 | (15) | 0 | (0) |
| Allen County CJC | 557 | 71 | (13) | 335 | (60) | 134 | (24) | 8 | (1) |
| Barton County CJC | 1,274 | 140 | (11) | 863 | (68) | 246 | (19) | 17 | (1) |
| Butler County CJC | 1,370 | 213 | (16) | 732 | (53) | 327 | (24) | 155 | (11) |
| Cloud County CJC | 582 | 70 | (12) | 356 | (61) | 123 | (21) | 22 | (4) |
| Coffeyville CJC | 785 | 114 | (15) | 464 | (59) | 137 | (17) | 34 | (4) |
| Colby CJC | 1,928 | 282 | (15) | 1,049 | (54) | 171 | (9) | 173 | (9) |
| Cowley County CJC | 899 | 210 | (23) | 407 | (45) | 177 | (20) | 81 | (9) |
| Dodge City CJC | 1,210 | 119 | (10) | 469 | (39) | 267 | (22) | 103 | (9) |
| Ft. Scott CJC | 589 | 125 | (21) | 406 | (69) | 131 | (22) | 0 | (0) |
| Garden City CJC | 998 | 109 | (11) | 451 | (45) | 170 | (17) | 9 | (1) |
| Highland CJC | 393 | 68 | (17) | 47 | (12) | 88 | (22) | 31 | (8) |
| Hutchinson CJC | 2,548 | 300 | (12) | 1,367 | (54) | 637 | (25) | 82 | (3) |
| Independence CJC | 720 | 277 | (38) | 330 | (46) | 172 | (24) | 35 | (5) |
| Johnson County CJC | 2,566 | 580 | (23) | 1,402 | (55) | 455 | (18) | 41 | (2) |
| Kansas City Kansas CJC | 1,631 | 202 | (12) | 883 | (54) | 619 | (38) | 7 | (0) |
| Labette County CJC | 469 | 97 | (21) | 338 | (72) | 122 | (26) | 6 | (1) |
| Neosho County CJC | 418 | 63 | (15) | 296 | (71) | 77 | (18) | 16 | (4) |

## TABLE 2 (Continued)

| PUBLIC INSTITUTION | EXPENDITURES | TUITION AND TAX REVENUE* | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | TUITION | | LOCAL | | STATE | | FEDERAL | |
| Hutchinson CC | 6,681 | 79 | 1.2% | 277 | 4.9% | 174 | 2.7% | 0 | 0.0% |
| Seward County CJC | 746 | 58 | 8% | 586 | 79% | 77 | 10% | 0 | 0% |
| Northeast Kansas AVTS | 731 | 74 | 10% | 83 | 11% | 0 | 0% | 0 | 0% |
| North Central Kansas AVTS | 484 | 157 | 32% | 94 | 19% | 77 | 16% | 138 | 29% |
| Southeast Kansas AVTS | 338 | 173 | 51% | 0 | 0% | 77 | 23% | 88 | 26% |
| Southwest Kansas AVTS | 199 | 24 | 12% | 95 | 48% | 44 | 22% | 36 | 18% |
| Flint Hills AVTS | 152 | 42 | 28% | 83 | 55% | 33 | 22% | 0 | 0% |
| Northwest Kansas AVTS | 593 | 201 | 34% | 0 | 0% | 90 | 15% | 113 | 19% |
| Central Kansas AVTS | 285 | 29 | 10% | 118 | 41% | 63 | 22% | 75 | 27% |
| Salina AVTS | 421 | 86 | 20% | 120 | 29% | 90 | 21% | 125 | 30% |
| Area AVTS | 377 | 18 | 5% | 300 | 80% | 60 | 16% | 33 | 9% |
| Manhattan AVTS | 321 | 81 | 25% | 113 | 35% | 71 | 22% | 61 | 19% |
| Wichita AVTS | 883 | 87 | 10% | 883 | 100% | 193 | 22% | 193 | 22% |
| Liberal AVTS | 246 | 58 | 24% | 83 | 34% | 50 | 20% | 42 | 17% |
| Kansas City AVTS | 414 | 0 | 0% | 214 | 52% | 91 | 22% | 173 | 42% |
| Kansas Technical Institute | 703 | 53 | 7% | 0 | 0% | 507 | 72% | 0 | 0% |
| INSTITUTIONAL TYPE | | | | | | | | | |
| Public Four-Year Colleges | 129,788 | 25,369 | 20% | 1,750 | 1% | 70,784 | 54% | 21,173 | 16% |
| Community Junior Colleges | 20,329 | 3,177 | 16% | 11,257 | 55% | 4,198 | 21% | 811 | 4% |
| AVTS and KTI | 5,437 | 1,030 | 19% | 1,424 | 26% | 1,981 | 36% | 1,004 | 18% |
| Private Four-Year Colleges | 21,790 | 11,882 | 55% | 0 | 0% | 0 | 0% | 832 | 4% |
| Private Junior Colleges | 2,557 | 1,330 | 52% | 0 | 0% | 0 | 0% | 170 | 7% |
| ALL INSTITUTIONS | 179,901 | 44,808 | 25% | 14,671 | 8% | 76,963 | 43% | 24,021 | 13% |

*Data provided by respective institutions.

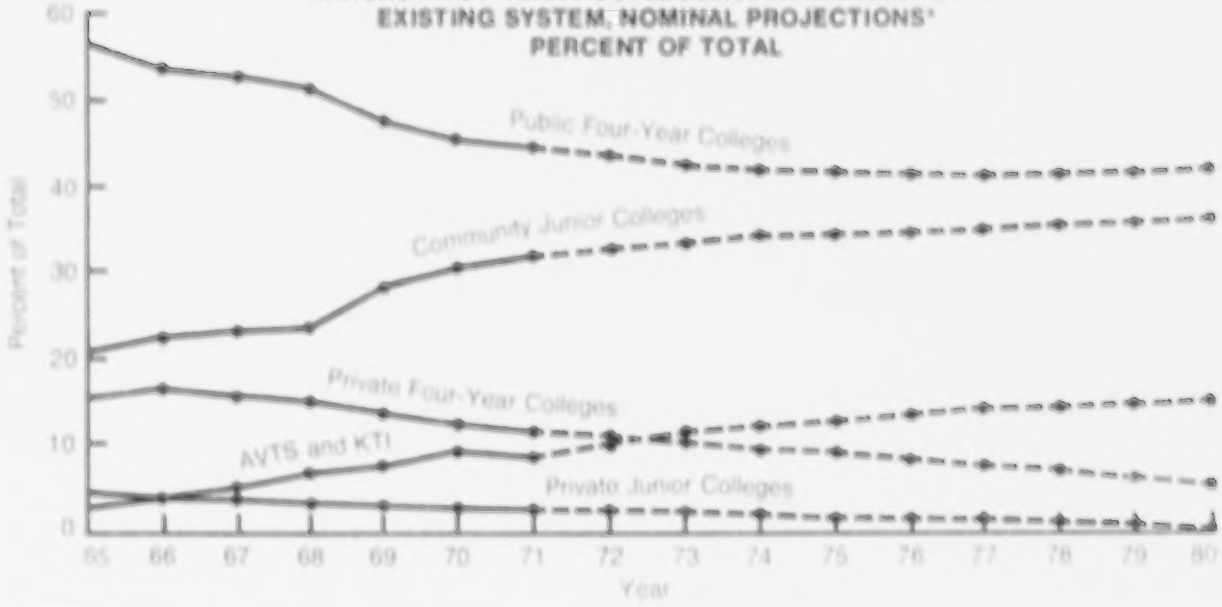
## EXISTING SYSTEM PROJECTED TO 1980

The existing system of postsecondary education was projected to 1980 to provide a basis for evaluating its adequacy relative to the future needs of Kansas. The procedure of analysis, which will be described in a subsequent report, assumed no changes in the number or type of institutions or in their governance or finance. Further, it was assumed that current trends and patterns would continue relative to postsecondary participation rates, student aspirations, societal attitudes, and values, program offerings, rate of inflation and student mix (e.g., ratio of adults to young people).

Under these assumed conditions, 92 percent of all postsecondary students would be enrolled in public education by 1980 — up seven percent from 1970. A number of private colleges would no longer be economically viable. By that time, the percent of entering students enrolled in four-year colleges and universities would have decreased to just under 50 percent — down 10 percent from 1970. An extension of the existing construction moratorium on community junior colleges and area vocational-technical schools would have prevented this trend from advancing any further. First-year enrollments and enrollment projections are shown in Figure 1 for the years 1965 through 1980 for each of the institutional types as percentages of total first-year enrollment.

Detailed enrollment and budgetary projections for 1980 are presented in Tables 3 and 4.

**FIGURE 3**
**KANSAS FIRST-YEAR POSTSECONDARY ENROLLMENTS: EXISTING SYSTEM, NOMINAL PROJECTIONS* PERCENT OF TOTAL**



## TABLE 3
### 1980 FULL-TIME EQUIVALENT ENROLLMENT PROJECTIONS*

| PUBLIC INSTITUTION | TOTAL | 1ST YR | 2ND YR | JUNIOR | SENIOR | GRAD |
|---|---|---|---|---|---|---|
| Fort Hays Kansas State College | 3,025 | 618 | 520 | 741 | 818 | 328 |
| Kansas State College of Pittsburg | 3,428 | 590 | 557 | 877 | 1,031 | 373 |
| Kansas State Teachers College | 4,407 | 867 | 790 | 1,139 | 998 | 613 |
| Kansas State University | 19,233 | 4,001 | 3,667 | 4,254 | 4,194 | 3,117 |
| University of Kansas | 19,424 | 3,100 | 3,158 | 4,308 | 4,429 | 4,429 |
| Wichita State University | 14,579 | 3,610 | 2,802 | 3,731 | 2,754 | 1,682 |
| Washburn University | 4,661 | 1,239 | 930 | 1,069 | 940 | 483 |
| Allen County CJC | 552 | 311 | 241 | | | |
| Barton County CJC | 915 | 568 | 347 | | | |
| Butler County CJC | 1,262 | 853 | 409 | | | |
| Cloud County CJC | 781 | 454 | 327 | | | |
| Coffeyville CJC | 650 | 419 | 231 | | | |
| Colby CJC | 875 | 491 | 384 | | | |
| Cowley County CJC | 570 | 350 | 220 | | | |
| Dodge City CJC | 815 | 488 | 327 | | | |
| Ft. Scott CJC | 605 | 344 | 261 | | | |
| Garden City CJC | 784 | 477 | 307 | | | |
| Highland CJC | 347 | 216 | 131 | | | |
| Hutchinson CJC | 1,949 | 1,221 | 728 | | | |
| Independence CJC | 493 | 284 | 209 | | | |
| Johnson County CJC | 4,470 | 2,902 | 1,568 | | | |
| Kansas City Kansas CJC | 2,573 | 1,705 | 868 | | | |
| Labette County CJC | 449 | 264 | 185 | | | |
| Neosho County CJC | 494 | 298 | 196 | | | |
| Pratt CJC | 357 | 207 | 150 | | | |
| Seward County CJC | 442 | 285 | 157 | | | |

## TABLE 3 (Continued)

| PUBLIC INSTITUTIONS | TOTAL | 1ST YR | 2ND YR | JUNIOR | SENIOR | GRAD |
|---|---|---|---|---|---|---|
| Northeast Kansas AVTS | 394 | 279 | 115 | | | |
| North Central Kansas AVTS | 832 | 548 | 284 | | | |
| Southeast Kansas AVTS | 499 | 345 | 154 | | | |
| Southwest Kansas AVTS | 369 | 269 | 100 | | | |
| Flint Hills AVTS | 290 | 198 | 92 | | | |
| Northwest Kansas AVTS | 754 | 444 | 310 | | | |
| Central Kansas AVTS | 329 | 231 | 98 | | | |
| Salina AVTS | 640 | 404 | 236 | | | |
| Kaw AVTS | 497 | 330 | 167 | | | |
| Manhattan AVTS | 422 | 330 | 92 | | | |
| Wichita AVTS | 1,331 | 885 | 446 | | | |
| Liberal AVTS | 340 | 226 | 114 | | | |
| Kansas City AVTS | 560 | 456 | 104 | | | |
| Kansas Technical Institute | 210 | 137 | 73 | | | |
| INSTITUTIONAL TYPE | | | | | | |
| Public Four-Year Colleges | 68,757 | 14,025 | 12,424 | 16,119 | 15,164 | 11,025 |
| Community Junior Colleges | 19,383 | 12,137 | 7,246 | | | |
| AVTS and KTI | 7,467 | 5,082 | 2,385 | | | |
| Private Four-Year Colleges** | 7,648 | 1,895 | 1,685 | 1,984 | 2,084 | |
| Private Junior Colleges** | 484 | 251 | 233 | | | |
| ALL INSTITUTIONS** | 103,739 | 33,390 | 23,973 | 18,103 | 17,248 | 11,025 |

*Projections based on existing system of institutions and current legislative, social, economic, and educational trends and patterns and upon the continuation of the current rate of escalation of educational costs.

**Enrollments of some private colleges are projected to be insufficient to sustain viable operations; however, budgetary totals do not reflect losses that may result from closure of institutions.

## TABLE 4
### 1980 OPERATING BUDGET PROJECTIONS*
### (In thousands of dollars)

| PUBLIC INSTITUTION | EXPENDITURES | TUITION AND TAX REVENUES | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | TUITION | | LOCAL | | STATE | | FEDERAL | |
| Fort Hays State College | 7,076 | 1,761 | (25%) | 0 | (0%) | 4,640 | (66%) | 400 | (6%) |
| Kansas State College of Pittsburg | 9,232 | 2,165 | (23) | 0 | (0) | 5,920 | (64) | 604 | (7) |
| Kansas State Teachers College | 12,017 | 2,653 | (22) | 0 | (0) | 7,736 | (64) | 923 | (8) |
| Kansas State University | 104,649 | 13,479 | (13) | 0 | (0) | 50,650 | (48) | 24,980 | (24) |
| University of Kansas | 81,755 | 16,310 | (20) | 0 | (0) | 44,442 | (54) | 16,621 | (20) |
| Wichita State University | 40,781 | 9,306 | (23) | 0 | (0) | 25,908 | (64) | 2,357 | (6) |
| Washburn University | 9,932 | 4,608 | (46) | 2,656 | (27) | 1,496 | (15) | 0 | (0) |
| Allen County CJC | 966 | 123 | (13) | 581 | (60) | 232 | (24) | 14 | (1) |
| Barton County CJC | 2,275 | 250 | (11) | 1,541 | (68) | 439 | (19) | 30 | (1) |
| Butler County CJC | 2,031 | 315 | (16) | 1,084 | (53) | 485 | (24) | 230 | (11) |
| Cloud County CJC | 1,438 | 174 | (12) | 879 | (61) | 304 | (21) | 55 | (4) |
| Coffeyville CJC | 1,264 | 184 | (15) | 748 | (59) | 221 | (17) | 54 | (4) |
| Colby CJC | 3,440 | 503 | (15) | 1,873 | (54) | 306 | (9) | 309 | (9) |
| Cowley County CJC | 1,450 | 339 | (23) | 657 | (45) | 285 | (20) | 131 | (9) |
| Dodge City CJC | 2,085 | 205 | (10) | 808 | (39) | 459 | (22) | 177 | (8) |
| Ft. Scott CJC | 1,262 | 269 | (21) | 871 | (69) | 281 | (22) | 0 | (0) |
| Garden City CJC | 1,723 | 188 | (11) | 778 | (45) | 294 | (17) | 16 | (1) |
| Highland CJC | 549 | 95 | (17) | 66 | (12) | 123 | (22) | 44 | (8) |
| Hutchinson CJC | 3,804 | 447 | (12) | 2,040 | (54) | 951 | (25) | 123 | (3) |
| Independence CJC | 986 | 379 | (38) | 452 | (46) | 236 | (24) | 47 | (5) |
| Johnson County CJC | 10,784 | 2,438 | (23) | 5,895 | (55) | 1,914 | (18) | 173 | (2) |
| Kansas City Kansas CJC | 5,918 | 734 | (12) | 3,205 | (54) | 2,248 | (38) | 25 | (0) |
| Labette County CJC | 838 | 173 | (21) | 604 | (72) | 218 | (26) | 11 | (1) |
| Neosho County CJC | 912 | 136 | (15) | 646 | (71) | 168 | (18) | 34 | (4) |

## TABLE 4 (Continued)

| PUBLIC INSTITUTION | EXPENDITURES | TUITION AND TAX REVENUES | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | TUITION | | LOCAL | | STATE | | FEDERAL | |
| Pratt CJC | 746 | 91 | (12%) | 320 | (43%) | 200 | (27%) | 8 | (1%) |
| Seward County CJC | 1,617 | 127 | (8) | 1,269 | (78) | 155 | (10) | 17 | (1) |
| Northeast Kansas AVTS | 611 | 197 | (32) | 105 | (17) | 138 | (23) | 156 | (26) |
| North Central Kansas AVTS | 1,712 | 555 | (32) | 332 | (19) | 324 | (19) | 518 | (30) |
| Southeast Kansas AVTS | 1,006 | 515 | (51) | 0 | (0) | 229 | (23) | 261 | (26) |
| Southwest Kansas AVTS | 600 | 73 | (12) | 118 | (20) | 118 | (20) | 144 | (24) |
| Flint Hills AVTS | 813 | 211 | (26) | 248 | (30) | 197 | (24) | 226 | (28) |
| Northwest Kansas AVTS | 1,066 | 544 | (51) | 0 | (0) | 243 | (23) | 279 | (26) |
| Central Kansas AVTS | 881 | 64 | (7) | 365 | (41) | 215 | (24) | 237 | (27) |
| Salina AVTS | 1,299 | 265 | (20) | 369 | (28) | 291 | (22) | 374 | (29) |
| Kaw AVTS | 904 | 42 | (5) | 723 | (80) | 191 | (21) | 226 | (25) |
| Manhattan AVTS | 986 | 245 | (25) | 366 | (37) | 217 | (22) | 256 | (26) |
| Wichita AVTS | 2,907 | 154 | (5) | 1,516 | (52) | 636 | (22) | 769 | (26) |
| Liberal AVTS | 1,157 | 264 | (23) | 318 | (27) | 258 | (22) | 293 | (25) |
| Kansas City AVTS | 1,169 | 0 | (0) | 604 | (52) | 246 | (21) | 294 | (25) |
| Kansas Technical Institute | 1,360 | 99 | (7) | 0 | (0) | 1,213 | (89) | 3 | (0) |
| INSTITUTIONAL TYPE | | | | | | | | | |
| Public Four-Year Colleges | 265,442 | 50,282 | (19) | 2,656 | (1) | 140,792 | (53) | 45,885 | (17) |
| Community Junior Colleges | 44,088 | 7,170 | (16) | 24,317 | (55) | 9,519 | (22) | 1,498 | (3) |
| AVTS and KTI | 16,471 | 3,228 | (20) | 5,064 | (31) | 4,516 | (27) | 4,036 | (25) |
| Private Four-Year Colleges** | 23,720 | 14,850 | (63) | 0 | (0) | 0 | (0) | 939 | (4) |
| Private Junior Colleges** | 1,392 | 752 | (54) | 0 | (0) | 0 | (0) | 59 | (4) |
| ALL INSTITUTIONS** | 351,113 | 76,282 | (22) | 32,037 | (9) | 154,827 | (44) | 52,417 | (15) |

*Projections based on existing system of institutions and current legislative, social, economic and educational trends and patterns and upon the continuation of the current rate of escalation of educational costs.

**Enrollments of some private colleges are projected to be insufficient to sustain viable programs; however, budgetary totals do not reflect losses that may result from closure of institutions.

*Background*

# CHAPTER 2. CURRENT PROBLEMS

The Master Planning Commission has conducted studies in the areas of student needs and aspirations, enrollment projections and corresponding budget requirements, alternative institutional systems, long-range needs of the economy, critical social, economic and political factors, in addition to analyzing the existing system projected into the future, as described in Chapter 1. The MPC also has met with interested groups and persons and has consulted with widely recognized authorities from the fields of labor, business and education. The various findings and inputs were weighed and a consensus concerning the state of affairs of postsecondary education in Kansas has been reached.

The MPC concludes that the state and its citizenry generally are well served by postsecondary education. However, it also finds significant areas of serious weakness. This chapter focuses on the areas of concern in order that they may serve as points of reference in the development of a philosophy and a series of recommendations for strengthening postsecondary education in the years to come. Some of the concerns are summarized in the following sections.

## LACK OF STATEWIDE PLANNING

There has been very little significant coordination among individual Kansas postsecondary institutions or among types of institutions. The attempts made have been sporadic and confined to levels or types of postsecondary education. The breadth of such activities has not taken into account the total needs of the state and its citizenry. The existing postsecondary system does not fully reflect such factors as educational aspirations of all Kansans, manpower needs of the state, economic development of the state, projected economic conditions affecting employment, social needs, better and more efficient use of human and natural resources and consumer needs of the citizenry. A reasonable choice of educational programs to be pursued, as well as a convenient location, has not been available to all Kansans interested in postsecondary education.

The Legislature showed that it was acutely aware of the need for postsecondary education planning when it created the Master Planning Commission. It rightly assumed that insufficient coordination existed relative to articulation between the secondary and postsecondary programs especially in the vocational-technical occupation areas. The Legislature also recognized the artificial

separation that often exists between academic and vocational studies. Although the Board of Regents and the State Board of Education have some distinct responsibilities, they also share responsibilities on many fronts, sometimes resulting in competition for available state dollars. These and related problem areas can not be fully explored without continuous planning.

## PROLIFERATION OF INSTITUTIONS

The number of postsecondary institutions exceeds that required to adequately serve the needs of the state. As a result of this proliferation, the following problem areas are not uncommon: (1) needless competition for students and revenue, (2) unneccessary duplication of courses and programs, (3) limited program offerings in some institutions and (4) inefficiencies due to failure to achieve economies of scale.

## LACK OF EDUCATIONAL OPPORTUNITIES FOR ALL KANSANS

A person's ability to contribute to society requires different kinds of skill: working with ideas, working with things, and working with people. To help individuals find their place in the working world, the postsecondary educational system should provide opportunities for adults to acquire saleable skills in one or more of these three categories. Despite the abundance of colleges and vocational schools, the postsecondary needs of many Kansans are not being met. Broad educational opportunities are severely limited in urban areas, particularly for members of minority segments of the population. Others whose postsecondary needs are not being adequately provided for include veterans, adults, handicapped, disadvantaged and other persons with obsolete or otherwise nonsaleable skills.

Kansas' greatest resource has been and will continue to be, its people. Without the application of their vision, talents, skills and energies, Kansas' other resources are relatively useless.

## OVEREMPHASIS ON BACCALAUREATE AND GRADUATE STUDIES

The value of an educated citizenry can not be measured in terms of economics alone. However, the current mismatch between the product of the postsecondary system and the demands of the market place has reached a magnitude where training for employability must be given more consideration. The large number of persons educated for professional positions who are finding difficulty obtaining employment in their field is costly in terms of time, energy, self-worth, financial resources and unfulfilled needs of the economy.

Many employers contribute to the overemphasis on four-year and graduate education by using degrees and diplomas, even though they may be irrelevant for the job requirements, as a filtering system for selection of employees. This is not to discount the great value to society of the non-vocational curricula offered in our colleges and universities on which society depends for much of its innovation and statesmanship. The present concern is with the overemphasis on degree-producing studies which has resulted in a poor match between manpower supply and demand.

A quantification of the mismatch between supply and demand is presented in Table 5.

## DUAL SYSTEM OF ACADEMIC AND OCCUPATIONAL EDUCATION

There should no longer be any controversy as to whether these two kinds of curricula should exist in one kind of institution or in separate, different kinds of institutions. Life has become more complex and rapid technological change has caused drastic reductions in opportunities for unskilled workers accompanied by comparable increases in the need for professional, technical, and skilled personnel. It is evident that Kansas cannot afford to treat academic and occupational education as distinct and separate entities.

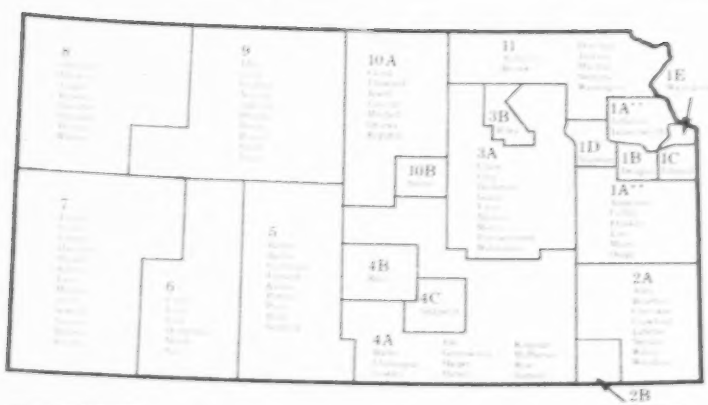
The arguments for discontinuance of the dual system are concerned with: (1) excessive costs for unnecessary duplication of services, staffing, equipment and facilities, (2) low institutional enrollments, (3) reduction of articulation and planning among the elements of postsecondary education, (4) limited selection of occupational programs precluding the offering of programs which require substantial cognitive training (e.g., registered nursing and engineering technology), (5) segregation of students on an educational basis, and (6) the use of dissimilar record systems (e.g., clock hours vs. credit hours). The most serious concern is that the divided system has lowered both the status and the effectiveness of occupational education in Kansas.

## DECLINING ENROLLMENTS IN THE PRIVATE SECTOR

The continuing enrollment trend away from the private college (see Figure 2, Chapter 1), is strong enough to seriously reduce the impact of the private institution in Kansas postsecondary education. As projected in Chapter 1, private college enrollments will be down substantially during the 1970's — a period when public enrollments will increase.

## TABLE 5
### COMPARISON OF NUMBER OF JOB OPENINGS AND NUMBER OF GRADUATES, 1970

| REGION* | TWO-YEAR CERTIFICATE OR A.A. DEGREE IN CAREER FIELD | | B.S. OR ADVANCED DEGREE | |
|---|---|---|---|---|
| | DEMAND | SUPPLY | DEMAND | SUPPLY |
| 1A | 180 | 24 | 100 | 566 |
| 1B | 185 | 3 | 200 | 226 |
| 1C | 1,100 | 98 | 900 | 1,045 |
| 1D | 450 | 56 | 160 | 522 |
| 1E | 400 | 88 | 215 | 503 |
| 2A | 200 | 118 | 80 | 662 |
| 2B | 50 | 64 | 30 | 111 |
| 3A | 210 | 47 | 80 | 674 |
| 3B | 150 | 15 | 130 | 319 |
| 3A | 310 | 169 | 150 | 874 |
| 4B | 140 | 61 | 70 | 179 |
| 4C | 810 | 133 | 700 | 1,558 |
| 5 | 115 | 41 | 60 | 400 |
| 6 | 115 | 70 | 30 | 235 |
| 7 | 190 | 102 | 190 | 314 |
| 8 | 75 | 88 | 15 | 215 |
| 9 | 110 | 64 | 55 | 524 |
| 10A | 60 | 60 | 20 | 286 |
| 10B | 100 | 39 | 50 | 247 |
| 11 | 70 | 46 | 35 | 369 |
| Kansas Total | 5,020 | 1,386 | 3,270 | 9,829 |




*Relative to "demand", region is where job openings existed; relative to "supply", region is where graduate attended high school prior to attending postsecondary institution. In interpreting and assessing these data, it is necessary to take into account out-of-state supply and demand conditions as they relate to Kansas graduates and to the Kansas job market.

**Region 1A consists of two geographically separated subregions.

This poses a problem in identifying the role of private institutions, describing their relationship to public institutions and establishing an adequate financial base.

## UNSATISFACTORY FINANCING

A major problem is the lack of uniformity in the distribution of state and local taxes. Related problems include insufficient revenue to adequately support needed educational programs and rising tuition and fee costs for students. The substantial differences in the percentage of state aid among the types of public institutions are unjustified and are not in the best interest of the state. As a result of insufficient funding, the more costly programs, such as occupational training and education for the disadvantaged and handicapped, have been deemphasized. The budgetary projections of Chapter I indicate the problem will become more severe during this decade. In order to maintain the current level of program emphasis, and to serve a modest increase in student enrollments, the revenue required to support the statewide operating budget will nearly double between 1970 and 1980.

## INADEQUATE MEASURES OF PERFORMANCE

Never before in the history of postsecondary education in the United States has the focus on accountability been so intense. Self-examination has been forced upon educational institutions of learning by alienated students, disaffected faculty, dissatisfied legislators, disenchanted alumni and disappointed parents who are challenging the present system of postsecondary education. As a result, there is a growing reluctance by state, federal and private sources to finance postsecondary education. Costs are climbing steadily, while income from all sources is increasing too slowly to meet the demands of education.

Despite increased concern for accountability, there is still a widespread lack of meaningful assessment of postsecondary education. One of the primary reasons for this failure has been the placement of evaluative emphasis on the processes of education. The state should be more concerned with the measurement of educational achievement in relation to state and student priorities and goals.

The other deterrent to an effective process of evaluation is the lack of a uniform data base. At present, there is no standardized data collection system that cuts across all of postsecondary education. This also precludes the implementation of program budgeting.

*A Point of Departure*

# CHAPTER 3. PHILOSOPHY FOR THE FUTURE

Planning for the future course of postsecondary education should reflect clear statements about the most important elements which will guide developments to come. Following are Master Planning Commission statements of position relative to goals for postsecondary education, role of postsecondary institutions, financing, performance and governance.

## GOALS FOR KANSAS POSTSECONDARY EDUCATION

Among the goals for postsecondary education in Kansas are the following:

- To provide an educated citizenry by developing individual capacities and cultivating the values, interests, attitudes, talents, intellect and motivations for effective participation in a democracy characterized by the concept of private enterprise.
- To provide a pool of well-qualified personnel to serve the manpower needs in the State of Kansas, as well as those of the nation.
- To serve as a catalyst in shaping the future economic, cultural and social progress of the state and the nation.
- To assure equality of access to all levels of education, and to provide education to fit the diverse needs of the people of the State of Kansas.
- To foster excellence in teaching and research in the best possible facilities in order to provide quality education for Kansas students.
- To encourage and facilitate lifelong learning by adults so that each can better fulfill the manpower needs in the state, as well as his own development as an educated person. Inherent in this goal is easy entry, exit and re-entry in programs as the needs of adults change.
- To utilize the resources and expertise of postsecondary education to the fullest in order to most effectively serve the needs of the people in the State of Kansas.

## INTEGRATION OF ACADEMIC AND OCCUPATIONAL EDUCATION

The MPC strongly believes that academic and occupational education should be integrated to the fullest extent possible. That is, unification should be exercised through governance, organization, staffing and curriculum as well as philosophically. Only through such a total commitment will it be possible to:

- Provide conditions conducive to up-grading occupational education to a first class status.
- Provide a mix of courses to meet the training requirements of the many semi-professional, technical and mid-management programs that are neither exclusively academic or totally skill related.
- Provide an integrated training atmosphere that is consistent with the world of work and other aspects of society.
- Provide expanded exploratory opportunities for the undecided and facilitate program changes to accommodate changes in career objectives.
- Provide a basis for statewide planning.
- Provide efficiencies by achieving economies of scale.
- Provide a better match between the economic needs of the state and the skills of persons preparing for job entry.

## ROLE OF INSTITUTIONS

The role of the various institutions should be guided but not limited by a set of rules. The state-wide system of governance should be sufficiently flexible to allow individual institutions to be responsive to the changing needs of the economy and of students. Although guidelines should be facilitating, they should provide sufficient checks and balances to insure that major institutional changes in role be coordinated on a state-wide basis to best serve the total needs of Kansas.

The following general guidelines are presented for institutional types.

### Role of Public Four-year Institutions

The state universities should concentrate on: the pursuit of research in the arts and sciences; preparation of leaders, scholars, scientists and other professionals which the specialized faculties of graduate universities are equipped to do; provision of educational experiences for capable undergraduate students interested in types of interaction which only universities can offer; and provision of special and highly specialized services to other institutions and groups of the broad community outside of the university.

The state colleges and the municipal university should perform the same functions as the universities but with less emphasis on research and graduate studies.

### Role of Public Two-year Institutions

The public two-year institutions should concentrate on: preparation of students for transfer to four-year institutions, preparation of persons for entry into occupational positions, provision of services to meet the non-educational needs of the community served (e.g., recreational, cultural, planning and other community services.) These opportunities should be directed to all members of society including the handicapped, the disadvantaged, the person with non-saleable skills, the minority, the adult, as well as those normally classified as "college material".

### Private Institutions

The MPC does not believe it appropriate to make recommendations regarding the role of non-public educational institutions. It does believe that private colleges have made significant contributions to Kansas postsecondary education. The strength of these institutions has been primarily in the following areas: provision of alternatives for those desiring nonsecular educational opportunities; preparation at the undergraduate level of leaders, scholars, scientists and other professionals; provision of educational experiences for capable undergraduate students interested in types of interaction which only such colleges can offer; and the ability for some to experiment with instructional innovations beyond those generally available to public institutions. The private sector provides important alternatives for postsecondary education. The continuance of private education is considered to be in the best interest of the state.

## PERFORMANCE

In order to best meet the future postsecondary needs of Kansas the MPC holds that a continuous procedure of evaluation should be an integral part of the planning process. The degree to which priorities and objectives are achieved should be the basis for assessing outcomes. Performance measurements should be made at all levels — the state, institution, program, course and section.

The accomplishment of effective methods of establishing goals and priorities and methods of measuring performance is contingent on the availability of current and uniform data. Thus it is also necessary that a systematic procedure for identifying, collecting, standardizing and disseminating data critical to the statewide planning and review process be instituted and operated on a continuing basis.

## FINANCE

The problem of finance is a large one, for a viable postsecondary educational system cannot exist without a strong elementary and secondary school system. The state cannot abdicate its responsibilities for education from the kindergarten through the graduate school level by passing on the costs for education to parents and students by hidden tuition costs at the lower levels and by rising tuition costs and fees at the higher levels.

Although sources of revenue are limited, the state needs to achieve an equitable means for distributing these sources so that all elementary and secondary school students may receive a quality education on as nearly a comparable basis as possible. Above the high school level, the same principle holds except that the burden of tuition costs or fees for individual students should never become excessive. Above the high school level, all public postsecondary educational institutions should generally be treated alike as regards financing from state sources. That is, the percentages coming from local taxes, tuition and fees, and state aid should be relatively the same.

## COORDINATION

In order that the educational resources of the state may be most advantageously used to meet the public need for education and the needs of the state, it is important that the state have the responsibility for coordinating the use of resources and of educational programs across the state. In the past, coordination has been limited and while there is some evidence of developing cooperation during the period which the MPC has been in operation,

there is no statutory provision for its continuation or for its development across all institutions. As a matter of fact, there are really no provisions for coordination of education programs, resource use or planning between the various types of institutions.

The MPC is committed to the development of a system of postsecondary education in which the various parts — both institutions and programs — are related one to another in such a way as to best meet the needs of the public. Thus lodging with some state authority the responsibility for coordination and fiscal management is an important objective.

## INSTITUTIONAL AUTONOMY

The MPC holds further that while the state has a clear and definite responsibility for overall coordination and management, the state control should not extend into the individual institutions. Rather, each institution should be independent while operating within the dimensions of overall state plans, coordination and fiscal management.

The MPC does not believe that state management should concern itself with matters which are related to the management of individual institutions. For example, each institution must have the freedom to select its own faculty and to determine the qualifications necessary for that faculty to most advantageously carry out the programs of the institution.

State management rightly must be concerned with the ultimate success and evaluation of the product of individual institutions, but the state role does not extend to matters of how each institution is to accomplish its objectives.

## PLANNING

The MPC holds firmly to the position that provision for continuous planning to meet the needs of the public for postsecondary education and to effectively utilize the resources of the state for that education is of great importance. In order to be more effective, the group designated to carry out the research and planning function should be independent of the group charged with overall management of postsecondary education. If such independence is not established, the planning and research function will have its priorities established by the management group and these may or may not be the priorities important in terms of the educational needs of the public across the state — nor will those priorities necessarily reflect the optimum utilization of the state's educational resources through time.

The MPC believes that a planning agency, independent of a management agency, would provide a built-in provision for check and balance and for accountability.

## PUBLIC PARTICIPATION IN GOVERNANCE

The MPC holds the view that education is a matter of public concern and that the public must participate in both the planning and execution of education. At the same time, it recognizes that there are clearly parts of the educational process in which public participation would not serve the best interests of the public. In order to best represent the public interest, the MPC believes that public participation is vital at the state level in terms of the overall planning and evaluation for postsecondary education. At the institution level the MPC holds that public participation is best carried out through the policy-making functions for such institutions.

The MPC does not believe that the public interests are served by members of the public being involved in operational activities either at the state level or at the institution level.

## MAGNITUDE OF GOVERNANCE

The MPC believes that no recommendations for the governance of postsecondary education should result in a great bureaucracy. Rather, recommendations for governance must reflect a streamlining in terms of personnel and cost and assure a strong commitment to efficiency. In addition, there should be a built-in provision for check and balance, in order to assure the public that the governance system itself has a built-in provision for accountability.

# CHAPTER 4. SYSTEM OF INSTITUTIONS

## PROCEDURE OF ANALYSIS

In order to generate realistic plans, the long-range educational planning process must not lose sight of existing legislation, revenue sources, programs and facilities. This is particularly true in designing a state-wide system of institutions to meet the post-secondary educational needs of Kansas in the coming years. The recommended plan must take into account the considerable investment and commitment represented by 61 vocational schools, colleges and universities. Therefore, the first step in the planning process was the development of a data inventory to describe these existing institutions.

### Inventory of Existing Institutions

The following types of data were obtained from each institution and/or the U. S. Office of Education:

- Enrollments by class, year, sex and county or state of origin
- Number of certificates and degrees awarded by type of program
- Operational expenditure budgets by year
- Operational revenue by source and year

### Projection of High School Seniors

One predictor of future postsecondary space requirements is the number of students completing high school. Therefore high school senior enrollments were projected through the mid-1980s by region and for the state as a whole. The results were published as MPC Planning Report Number 1.

### Projection of Economic Needs

The extent and type of employment opportunities available to future students leaving postsecondary education are important considerations in developing a master plan for a state-wide system of institutions. Job openings were projected through the mid-1980s by

region, sex, level of preparation required and occupational category. The study is based on the total labor force and includes the full spectrum of jobs from those requiring no education or training to those requiring postdoctorate study and years of specialized training. The results were published as MPC Planning Report Number 2 and are summarized in the Preface, Charge No. 2B.

### Survey of Student Needs and Aspirations

Students from each of the 61 postsecondary institutions and from randomly selected high schools were surveyed to obtain student opinion relative to a number of subjects pertinent to postsecondary educational planning. The scope of the surveys and the results are summarized in MPC Planning Report Number 3. Representative findings are presented in the Preface, Charge No. 2A.

### Development of a Planning Tool

The Master Planning Commission's data bank which provides a single pool of uniform statistical information for all categories of postsecondary institutions as well as data relative to projected high school enrollments, economic needs and student needs represents a significant milestone in Kansas educational planning. However, as important as these data are, they do not by themselves provide an integrated picture of the inner-relationships that exist between and among pertinent planning variables, nor do they provide a means of assessing alternatives.

In order to objectively fulfill the Legislative charge to the MPC it was essential that methodology be formulated to translate these data into a form more amenable to objective decision making. A computerized planning tool was developed to fulfill this need. The output includes enrollments by class, expenditure and revenue budgets and manpower output projected to 1980 for each institution. The planning tool, termed an educational model by planning specialists, will be described in a subsequent report.

### Analysis of Alternatives

Briefly stated, the primary use of the planning tool is *a priori* evaluation of educational alternatives. In order to reduce the task of analyzing an unlimited number of combinations of institution-related variables to a representative but manageable size, the nine most critical variables were isolated and systematically studied. The probable scope of alternatives predicated by the influence of possible political, social and economic forces was identified. The variables,

influencing factors and range of values investigated are defined in Table 6.

## RESULTS

An exhaustive computerized analysis of the alternatives outlined in Table 6 was conducted and will be the subject of a subsequent MPC report. After careful study of the results, a major modification to the existing system of institutions was formulated. In the MPC's judgement, the proposed plan best fulfills the philosophy for the future as outlined in Chapter 3. Specific recommendations are delineated in the following:

**RECOMMENDATION NO. 1: It is recommended that the existing dual system of area vocational-technical schools and community junior colleges be combined into a streamlined and integrated network of comprehensive two-year colleges. Concurrent with this recommendation is the requirement that enforceable guidelines and assurances be instituted to help insure that occupational and academic programs become complementary components of postsecondary education and that they attain positions of quality and stature so as to best meet the postsecondary needs of all Kansans. The relative extent of occupational and academic offerings of each institution should be determined by the local governing board and should be continually evaluated so as to be most responsive to the otherwise unfulfilled educational and training needs of the total population being served.**

Under the recommended plan of unification, the number of public two-year institutions would be reduced from 33 to 20; however, in effecting this consolidation the number of comprehensive institutions would be significantly increased. Details of the proposed system are given in Recommendations 2 through 5.

**RECOMMENDATION NO. 2: It is recommended that seven two-year colleges be formed by merging existing pairs of area vocational-technical schools and community junior colleges:**

- **Northwest Kansas AVTS, Colby CJC**
- **Liberal AVTS, Seward County CJC**
- **Southwest Kansas AVTS, Dodge City CJC**
- **North Central Kansas AVTS, Cloud County CJC**
- **Central Kansas AVTS, Hutchinson CJC**
- **Northeast Kansas AVTS, Highland CJC**
- **Kansas City AVTS, Kansas City Kansas CJC**

## TABLE 6

### RANGE OF PLANNING VARIABLES UTILIZED IN THE SIMULATION AND ANALYSIS OF INSTITUTIONAL SYSTEM ALTERNATIVES

| PLANNING VARIABLE | REPRESENTATIVE FACTORS THAT MAY AFFECT PLANNING | RANGE OF CONDITIONS CONSIDERED IN ANALYZING AND PROJECTING ALTERNATIVES |
|---|---|---|
| Institutional system | Moratorium on 2 year institutions, availability of construction funds, adequacy of existing space, resistance to institutional merger | Status Quo: No change in existing system of 61 institutions<br>Options: Arrangements resulting from various combinations of closure and merger |
| Postsecondary participation rates | Changing participation rates of adults and veterans, job market for high school graduates, job market for college graduates, draft quotas, availability of revenue, availability of classroom space | Status Quo: Rate of increase less than immediate past (1980 up 2 percent from 1971)<br>Options: 1. Rate 6 percent greater than status quo<br>2. Rate unchanged during the 70's<br>3. Rate 6 percent less than status quo |
| Private education "share" of first-year enrollments | Emphasis on student recruitment, tuition, state and federal aid to private institutions, state of the economy, accessability of public education, relevancy of program | Status Quo: Rate of decrease slightly less than past (see Fig 3, Ch 1)<br>Options: 1. Decrease for several years, then increase to level of the late 60's<br>2. Rate of decrease same as immediate past<br>3. No change from current rate |
| AVTS and CJC first-year "share" of enrollments | Availability of space, state of the economy, relevancy of program, guidance counseling, job market for certificate and AA level of preparation | Status Quo: Rate of increase slightly less than past (see Fig 3, Ch 1)<br>Options: 1. Increments "gained" or "lost" by private sector distributed on a pro rata basis among the public types of institutions<br>2. Rate of increase same as immediate past but adjusted to compensate for changes among the other public and private types of institutions |

| | | |
|---|---|---|
| Public college and university "share" of first-year enrollments | Availability of operation funds; availability of AVTS and CJC alternatives; job market for B.S. and graduate level training; campus unrest; student entrance criteria | Status Quo: Decrease gradually, tapering off (see Fig. 3, Ch. 1)<br>Options: 1. Increments "gained" or "lost" by private sector distributed on a pro rata basis among the public types of institutions<br>2. Rate of decrease same as immediate past but adjusted to compensate for changes among the other public and private types of institutions |
| Ratio of Academic: Occupational Enrollments | Job market; availability of revenue and space; high school counseling; vocational legislation; status of occupational education | Status Quo: No change from current emphasis<br>Options: 1. Double occupational emphasis at 2-year institutions serving areas of high demand for semi-professionals<br>2. Increase occupational emphasis at selected 2 year institutions to 25 percent<br>3. Increase occupational emphasis at all 2 year institutions to 50 percent |
| Type of Occupational Programs (e.g., allied health paraprofessional) | Needs of the economy; state priorities; relative cost of programs; public awareness; availability of trained staff | Status Quo: No change from current distribution<br>Options: 1. Double allied health enrollments; reduce trade/tech enrollments by like amount<br>2. Double allied health enrollments; reduce business education enrollments by like amount |
| Annual rate of inflation of educational costs | Tax lid; state of the economy; teacher unionization; demand for educational services; innovation | Status Quo: 5%<br>Options: 1. 0% 2. 2.5% 3. 7.5% 4. 10.0% |
| Revenue distribution formula | Legislation; voucher plan; property tax rebellion; tuition ceilings; incentives based on state priorities | Status Quo: Same as 1970<br>Options: 1. 50 percent state aid to public 2 year institutions<br>2. Property tax eliminated |

Each of the resultant colleges would be served by a central administration and a common board. Determination of the best method of utilizing existing facilities would be the responsibility of the respective administrative staffs and governing boards. In compliance with the federal Education Amendments of 1972 the institutions shall be named _____ Community College, for example Kansas City Kansas Community College.[7]

**RECOMMENDATION NO. 3:[8] It is recommended that two multicampus colleges be formed by merging the six community junior colleges serving southeast Kansas and the area vocational-technical school located at Coffeyville:**

- **Southeast Kansas AVTS, Coffeyville CJC, Independence CJC, Labette County CJC**
- **Allen County CJC, Ft. Scott CJC, Neosho County CJC**

Each of the unified colleges would be centrally administered and have a common board. A full offering of academic programs would be available to students at each campus. Vocational programs would be expanded; however, unnecessary duplication among district campuses would be avoided. The institutions would be named by the local governing board according to the guidelines given in Recommendation No. 2.

**RECOMMENDATION NO. 4: It is recommended that the offerings at the six community junior colleges and the four area vocational-technical schools listed be appropriately expanded to enable each to provide both academic and occupational-oriented training opportunities consistent with local needs:**

- **Barton County CJC**
- **Butler County CJC**
- **Cowley County CJC**
- **Garden City CJC**
- **Johnson County CJC**
- **Pratt CJC**
- **Kaw AVTS**
- **Flint Hills AVTS**
- **Manhattan AVTS**
- **Wichita AVTS**

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[7] "Community college" is defined in terms of the federal Education Amendments of 1972 to mean "any junior college, postsecondary vocational school, technical institute, or any other institution [which may include a four-year institution of higher education or a branch thereof]" which: (a) is legally authorized to offer postsecondary education; (b) admits high school graduates or equivalent; (c) provides a two-year program leading to an associate degree, or acceptable for credit towards bachelor's degrees, and also provides programs of postsecondary vocational, technical, occupational, and specialized education; (d) is public or non-profit; and (e) is accredited. Ref: Title X, Part A, Sec. 1018 of the federal Education Amendments of 1972.

[8] A consolidation feasibility committee consisting of representatives of the six existing "southeast" community junior colleges is currently studying various forms of unification. The results of the study were not available for consideration by the Master Planning Commission at the time of this writing.

Each institution would be governed by a postsecondary board elected from the geographic area served. The institutions would be named by the local governing boards according to the guidelines given in Recommendation No. 2.

**RECOMMENDATION NO. 5: It is recommended that technical training such as that offered in Salina by the Kansas Technical Institute would be incorporated into the expanded curricula of those comprehensive colleges which serve areas of relatively high labor market demand for technicians.[9]**

The facility which currently houses the Kansas Technical Institute would be operated as one of two campuses (the other being the existing Salina AVTS) of the proposed "Salina Community College" at the discretion of the college's governing board.

**RECOMMENDATION NO. 6: It is recommended that the system of public four-year colleges and universities be unchanged:**

- **Fort Hays Kansas State College**
- **Kansas State College of Pittsburg**
- **Kansas State Teachers College**
- **Kansas State University**
- **University of Kansas**
- **Wichita State University**
- **Washburn University**

**RECOMMENDATION NO. 7: It is recommended that no new institutions be established during the 1970's except those resulting from mergers as previously defined.**

## PROJECTED REVENUE REQUIREMENTS

The recommended institutional structure provides a foundation for a truly comprehensive system of postsecondary education throughout the state. It must be stressed, however, that the system alone will not insure an immediate or even a satisfactory transition. The rate and extent to which the system's potential is realized will be dependent on a number of factors including the rate and direction of economic development of Kansas, the degree to which high school

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[9] This recommendation is based on the previous finding that KTI alone does not significantly serve the technician training needs of major Kansas labor markets. For example, in the fall of 1971, students graduating from Johnson, Sedgwick and Wyandotte counties, which collectively constitute 34 percent of the state's population, represented less than five percent of KTI's enrollment.

counselors and parents respond to the future needs of the society and the public's willingness to pay for improved educational output. Since these factors do not readily lend themselves to prognostication, the rate at which the public avails itself of the expanded opportunities afforded by the system can be forecast only with considerable speculation. Consequently, future operating costs have been analyzed in terms of probable high and low expenditure requirements. The estimated postsecondary operational cost range of the recommended system for 1980 is presented in Table 7, and is compared with 1970 and 1980 costs for the existing system as previously reported in Chapter 1.

The increased 1980 operational cost of the recommended system relative to that of the existing system is primarily attributed to: (1) enrollment increases due to the expansion of occupational offerings, particularly in institutions that serve areas exhibiting substantial technical and semi-professional labor force requirements and (2) higher cost of occupational training relative to academic education.[10]

The educational changes associated with the achievement of significantly better and more realistic balances among individual, societal and economic needs are not likely to be effected without a strong, persistent and determined effort sustained over an extended period of time. Nevertheless, the recommended changes in the system of institutions are required in order that needed significant alterations in postsecondary education be realized.

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[10] Occupational training at the one to two year level of preparation in Kansas currently averages about 50 percent higher than academic offerings. Major factors which contribute to the expense of occupational training are: (1) low instructor-student ratios and (2) costs associated with operation, maintenance and replacement of laboratory equipment.

## TABLE 7
## TOTAL POSTSECONDARY OPERATING BUDGET FOR THE STATE AS A WHOLE

| EXISTING SYSTEM | | RECOMMENDED SYSTEM | |
|---|---|---|---|
| 1970 ACTUAL | 1980 EST.* | 1980 LOW EST.** | 1980 HIGH EST.*** |
| $179,951,000 | $[illegible] | $360,000,000 | $390,000,000 |

*Projections are based on the existing system of institutions, and the assumption that current legislative, social, economic, and educational trends and patterns will continue and that the rate of escalation of education costs will remain the same.

**Projections are based on the assumption that expanded educational opportunities afforded by the recommended system will be achieved with considerable economies and that the recommended system will be phased in over a period of ten years. It was also assumed that the current rate of escalation of education costs will continue.

***Projections are based on the assumption that educational changes in postsecondary education will be achieved at a maximum rate of "innovation," participants that contemplate an experimental or creative program will be subsidized, or assisted. It was also assumed that the current rate of escalation of educational costs will continue.

*Recommendations*

## CHAPTER 5. GOVERNANCE

The provision for adequate governing authority is one of the most significant prerequisites leading to a comprehensive and efficient system of postsecondary education. Diffused and overlapping administrative responsibilities and the lack of overall planning capabilities in the current structure are serious impediments to achieving goals outlined in Chapter 3. An appropriate response to the shortcomings in the present organization of government is vital to the well-being of postsecondary education in Kansas.

The Master Planning Commission has reviewed with much care the various types of governing agencies operating in other states. The oldest type is the single board for governing all public institutions of postsecondary education in a state. With the increasing emphasis on accountability, several states have been attracted to centralized responsibility and to the single board. "In practice, researchers on planning and coordination have found that the single board is no more effective in coordination, conserving resources, controlling programs, or in other operations than is the coordinating board."[1]

Coordinating boards, which provide for coordination by a superboard and allow existing governing boards to continue to function, have become popular in recent years. In large measure their popularity stems from the relative ease with which they can be established because usually no existing agency is eliminated. The success of coordinating boards has varied a great deal, however, because many have found the "in-between role" — i.e. between institutions, groups of institutions and the state — a difficult one to mold into a successful formula for effective government.

From the MPC's point of view, both types of agencies possess inherent weaknesses which cause them to be less than adequate. Both lack objective planning and effective communication relative to state priorities with the legislature and executive branch of state government. Both are weak in not providing a system of check and balance in planning and management. Both have been unable to measure educational output for a number of reasons: a "closed" system of planning and management, an absence of check and balance and a lack of a strong channel to communicate the public interest in educational output.

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[1] Lyman A. Glenny and George B. Weathersby, Statewide Planning for Postsecondary Education: Issues and Designs (ECS/SR, 1971, p.23).

Accordingly, the Commission has chosen not to follow either of these two general types of governing agencies in making its recommendation. Rather, its recommendation is conditioned by philosophical considerations outlined in Chapter 3: independent long-range planning, effective management of the state interest, institutional independence within the state system, built-in provisions for "check and balance" and clear and effective channels for expression of the public interest.

**RECOMMENDATION NO. 8: It is recommended that a permanent and independent state planning agency be created, appointed by the legislature, charged with the continuing responsibility of research and planning for a comprehensive system of postsecondary education. This agency to be known as the "State Planning Commission for Postsecondary Education", or "State Commission", also shall be designated under Section 1202 of the federal Education Amendments of 1972, as the postsecondary education commission.[5] Also after June 30, 1973, the State Commission should be assigned sole responsibility for the administration of all aspects of postsecondary education including state plans required under Section 105, 603, 704 and Titles VI and VII of the Higher Education Act of 1965.[6]**

**RECOMMENDATION NO. 9: It is recommended that a State Management Agency be created, appointed by the Governor with the advice and consent of the Senate, charged with the management of the state interest in a comprehensive system of postsecondary education. This agency also shall be designated under Part B, Section 1055 of the federal Education Amendments of 1972, as the state agency responsible for administration of Occupational Educational Programs.[7]**

**RECOMMENDATION NO. 10: It is recommended that Fort Hays Kansas State College, Kansas State College of Pittsburg, Kansas State Teachers College, Kansas State University, University of Kansas and Wichita State University each be governed by a board of trustees, appointed by the Governor with the advice and consent of the Senate. All other public postsecondary institutions should be governed by locally elected boards. Institutional boards should**

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[5] U.S. Congress, Senate, Education Amendments of 1972, 92nd Congress, 2nd Sess., 1972, Title X, Part C, Sec. 1202 (a).

[6] It is the SPHE's understanding that the intent of the federal Education Amendments of 1972 is to coordinate all postsecondary planning in the state by designating the same agency as the State Commission. It is further understood that the separate state plans and agencies previously required of the federal legislation are now unified in one plan for the Higher Education Act of 1965, and the Higher Education Facilities Act of 1963 under the State Commission. The administration of the Vocational Education Amendments of 1972, are explained in note 7.

[7] U.S. Congress, Senate, Education Amendments of 1972, 92nd Congress, 2nd Sess., 1972, Title X, Part B, Sec. 1055 (a).

contract with elementary and secondary boards to enable occupational facilities and staff to be utilized by elementary and secondary students who could benefit from such training and who otherwise would not have such training opportunities available to them.

RECOMMENDATION NO. 11: It is recommended that all appointments to boards and commissions [i.e., those specified in Recommendations 8, 9, and 10] be for staggered terms, bipartisan and geographically representative.

The respective roles of these recommended entities are described in Chapter 8.

# CHAPTER 6. ROLE OF PLANNING AND MANAGEMENT AGENCIES

## STATE COMMISSION

The most important assignment of the State Commission would be the annual development of a comprehensive plan to serve the many and diverse needs for postsecondary education. The plan would include the identification of needs, statement of goals and objectives, a broad ordering of priorities, an overall estimate of costs and strategies for allocating resources.

In developing such plans, the State Commission should solicit information, data and comment from the broad spectrum of those concerned with the progress and vitality of postsecondary education. It is most important that the State Management Agency provide a continuing stream of analysis on the implementation and effectiveness of past plans, as well as an evaluation of the current posture of postsecondary education. Each individual institution, both public and private, also should supply an analysis of the implementation of its role, including its effectiveness and any problem encountered. The State Board of Education should provide information relative to coordination procedures, and any problems therein, with elementary and secondary schools.

Also, in its planning activities, the State Commission should develop a state-wide plan for the expansion and improvement of postsecondary education programs in community colleges. The term "community college" is defined in terms of the federal Education Amendments of 1972 to mean "any junior college, postsecondary vocational school, technical institute, or any other institution (which may include a four-year institution of higher education or a branch thereof)" which (a) is legally authorized to offer postsecondary education; (b) admits high school graduates or equivalent; (c) provides a two-year program leading to an associate degree, or acceptable for credit towards bachelor's degrees, and also provides programs of postsecondary vocational, technical, occupational and specialized education; (d) is public or non-profit; and (e) is accredited.

The State Commission should establish an Advisory Council on Community Colleges to assist and make recommendations to the State Commission. The Advisory Council should be composed of (a) a substantial number of persons with responsibility for

operation of community colleges, (b) representatives of state agencies having responsibility for, or interest in, postsecondary education, and (c) the general public.

The State Commission should direct particular attention to planning for occupational education. Such planning should include (a) an assessment of existing capabilities and facilities for postsecondary occupational education in relation to existing institutions — community junior colleges and private junior colleges, area vocational-technical schools, accredited proprietary schools, and public and private colleges and universities, (b) development of a long-range strategy for giving occupational education appropriate emphasis in elementary and secondary schools (c) development of procedures to insure continuous planning and evaluation including the regular collection of data.[15]

Also, in planning activities for vocational education, the State Commission should involve the active participation of the State Management Agency; the State Board of Education; representatives of all types of institutions capableof engaging in postsecondary occupational education; representatives of nonprofit elementary and secondary schools; the Kansas Department of Labor; the Kansas Economic Development Commission; persons involved in occupational education for the disadvantaged; handicapped and minority groups; and representatives of business, industry, organized labor, agriculture and the general public.[16,17]

The State Commission should transmit its recommended plan to the Legislature for consideration and action. At the same time, the recommended plan should be provided to the Governor, the State Management Agency, the State Board of Education and to the general public. Following the process of Legislative hearing and of consideration by the Legislature and Governor, the recommended plan, with any changes would become the adopted plan for funding and operation.

Planning should be a continuing process for the State Commission. On or before July 1, of each year, commencing July 1, 1973 the State Commission would submit to the Governor and the

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15. U.S. Congress, Senate, Education Amendments of 1972, 92d Congress, 2d Sess., 1972, Title X, Part B, Sec. 1056 (b) (1).

16. U.S. Congress, Senate, Education Amendments of 1972, 92d Congress, 2d Sess., 1972, Title X, Part B, Sec. 1055 (b) (2).

17. The definition of the role of the State Commission relative to The State Vocational Advisory Council is expected to be clarified by the guidelines for implementation of the federal Education Amendments of 1972. These guidelines are expected in early 1973.

Legislature an annual comprehensive plan for the period two years in advance of the planning year. Consideration and action on such plan by the Governor and the Legislature would follow in the next session of the Legislature. After such action on the plan, the State Management Agency, prior to the next Legislature session, would prepare an overall budget representing the programs of all institutions as provided for by such plan and submit the same for consideration and action by the Governor and the Legislature.

The staff of the State Commission should be oriented to research and planning. The thrust of the entire assignment to the State Commission would be the continued planning for a comprehensive, interrelated, responsible and responsive system of postsecondary education. The staff of the State Commission should embrace this role and forsake any ambitions for administration of the system. Skills and experience in research and planning, especially in concept development, measurement methods, statistical analysis and projection techniques, are essential to the successful fulfillment of the role of the State Commission. The Commission's staff should be headed by a "Director of Research and Planning".

## STATE MANAGEMENT AGENCY

The primary function of the State Management Agency would be management of the state interest in postsecondary education. In carrying out its function, the State Management Agency would implement the state plan for postsecondary education; assemble and coordinate budget estimates embracing all institutions for the Governor and Legislature relative to an adopted state plan; and provide continuing evaluation of the experience with state plans to the State Commission.

In implementing the state plan and in providing overall budget estimates the State Management Agency would proceed on the basis of formulating guidelines for achieving objectives of the state plan in the following areas: academic, vocational and technical, professional and graduate, medical and health care, and others as might from time to time be required. The guidelines would provide direction for the individual institutions in developing programs tailored to the individual goals and objectives of each institution and to the needs of those it serves. The merits of these programs, measured by guideline statements of needs and objectives, promising innovation, and cost effectiveness, would provide the basis for program approval at the various institutions.

The process of program approval, however, should be separated from the process of institutional budget approval. The approval of a program by the State Management Agency would not automatically

mean that it would subsequently be funded. Accordingly, the State Management Agency should develop a system of priorities, consistent with those in the adopted state plan, for funding approved programs. This would tend to insure that, at any level of funding for postsecondary education, those approved programs with comparable priority among the various institutions would go forth.

The State Management Agency should have sole responsibility for fiscal management, including all federal funds for postsecondary education. The budget for all of postsecondary education should be a combined budget for all institutions and not by individual institution.

The State Management Agency, in carrying out the responsibilities in Part B, Section 1055, of the Education Amendments of 1972 would have sole responsibility for fiscal management and administration of programs developed under this part of the Amendments. The State Management Agency would adopt administrative arrangements to assure the U.S. Commissioner of Education that (a) administration of the approved plan provides adequate consultation and review by individuals involved in development of the plan; (b) the State Advisory Council for Vocational Education is charged with the same responsibilities for programs as in the Vocational Education Act of 1963, as amended in 1968; and (c) provision for appeal to the State Management Agency is established and maintained.[9]

The State Management Agency would maintain direct channels of communication and management control with each individual institution. No body or organization should intervene between the State Management Agency and the governing board of any institution. Also, the State Management Agency should provide for an appeal and hearing for any institution with respect to guidelines, policies, procedures, programs, budgets and resource allocation.

The staff of the State Management Agency should be skilled in management techniques. It would carry the staff responsibility for developing the operational content of the state plan, of devising means of monitoring institutional performance relative to the plan, and of carrying out fiscal administration. The staff should not attempt to provide the special skills needed for program approval and evaluation in all fields. Such a course would be too expensive. The concept of a temporary "committee of scholars" — properly selected and identified for the particular task — should be employed to extend the staff's skills when necessary. The staff would be headed by an "Executive Director".

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[9] U.S. Congress, Senate, Education Amendments of 1972, 92d Congress, 2d Sess., 1972, Title X, Part B, Sec. 1055 (a).

The two senior staff positions in the State Commission and is the State Management Agency are equal in terms of responsibilities and contribution to the effectiveness of postsecondary education. Salary levels for each should be comparable with that for the chief executive officer of the largest universities in the state.

## INDIVIDUAL INSTITUTIONS

Each public institution should be governed by a board of trustees. Each of the institutions presently governed by the Board of Regents plus Washburn University should have a board of trustees appointed by the Governor with the advice and consent of the Senate. For each of the other surviving or merged institutions the governing board should be elected from the geographic area served.

The board of trustees is responsible for the institution's role within the state system of postsecondary education. The board of trustees responsibilities include policy, budget, programs and staffing. It is important to the well-being of postsecondary education that the boards of trustees maintain the autonomy of the institutions within the state system. Individual institutions cannot be effectively managed by state authorities. The state has an altogether different function — that of providing a comprehensive framework within which the institutions will be able to effectively and efficiently meet state goals for postsecondary education.

# CHAPTER 7. FINANCE

In order to implement the recommendations of this report regarding postsecondary institutions and the students attending these institutions, it will be necessary to revise the present system of financing postsecondary education in such a manner that all institutions will be treated alike insofar as possible as regards financing from state sources. The following provide the essential considerations:

**RECOMMENDATION NO. 12. Tuition (or fees) to be paid by each student attending a public institution should be determined every two years and should be equal to 25 percent of the cost per full-time equivalent student for each institution.**

**RECOMMENDATION NO. 13. State and federal appropriations should cover the remaining 75 percent of the cost per full-time equivalent student for each institution. Institutional funds obtained from endowments and other non-public sources should be excluded from the computation of state and federal appropriations. With the student, the state and federal governments providing the whole of institutional expenditures the current provision for out-district tuition would be abandoned.**

**RECOMMENDATION NO. 14. A student assistance program should be established on the basis of need and made available to all Kansans in attendance at public or private postsecondary institutions. This aid should not exceed an amount equal to demonstrated need, the cost of tuition and fees at the institution where the student is in attendance or an amount initially set at $1400, whichever is less. Any federal aid to students not directly applicable to tuition payments and any funded scholarship grants should be excluded.**

**RECOMMENDATION NO. 15. The State Commission should give future consideration to the student assuming a larger proportion of the cost of his education, together with an expanded student aid program. Consideration should also be given to the provision of tuition incentives geared to state priorities.**

**RECOMMENDATION NO. 16. A statewide fund should be established to cover future outlays at public institutions for capital expenditures for buildings and equipment.**

## CHAPTER 8. PROCEDURE AND TIMING

The Master Planning Commission urges that the recommendations of this Report receive immediate consideration. For some of the recommendations timely enactment is essential.

Adoption of the provisions for governance of postsecondary education should be accomplished in the 1973 Legislative session. The MPC gives utmost priority to the creation of a coordinated system of postsecondary education. The accomplishment of that goal depends upon the enactment of legislation providing for overall planning and overall management. [19]

Provision for governance is important not only in its own right but also in view of the pressing deadline for implementation of the Education Amendments of 1972. In general, provisions of that act became effective after June 30, 1972 and with respect to appropriations for the fiscal year ending June 30, 1973.

Legislative provision for the State Commission identified in Recommendation No. 8 should be accomplished early in 1973 and such Commission should be designated as the State Commission in accordance with Title XII, Section 1202 (a) of the Higher Education Act of 1965 as amended by the Education Amendments of 1972. After July 1, the present Kansas State Education Commission will be subsumed under the "1202" State Commission.

The State Commission should be composed of 11 public members, two from each Congressional District and one at large, appointed by the Legislature, who are "broadly and equitably representative of the general public and public and private non-profit and proprietary institutions of postsecondary education in the state including community colleges (as defined in Title X), junior colleges, postsecondary vocational schools, area vocational schools, technical institutes, four-year institutions of higher education and branches thereof."

Provision for the State Management Agency, identified in Recommendation No. 9, should be accomplished at the earliest possible date by amendment to the Kansas State Constitution removing the provision for the State Board of Regents followed by

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[19] The thrust of the MPC's recommendation is to establish an independent and comprehensive planning function in the State Commission and a responsibility for overall management in the State Management Agency. It is the MPC's understanding of the Education Amendments of 1972 that this position is consistent with the new federal legislation. The specific nature of the relationship of the State Commission and the State Management Agency to the Education Amendments of 1972 will be clarified in the forthcoming federal guidelines.

legislative creation of the State Management Agency. This action would tend to establish an atmosphere of equitable treatment for all of postsecondary education.

Because of time constraints, however, it is recommended that the Board of Regents organization be assigned the functions of the State Management Agency on an interim basis. Because of the need to begin this new approach to governance with a commitment to equitable treatment for all postsecondary education, it is especially important that the Board of Regents consciously concern itself with its expanded role. In order to fully carry out that role, the Board of Regents should be designated as the state agency responsible for administration of occupational educational programs in accordance with Title X, Section 1055 (a) of the federal Education Amendments of 1972.

Consistent with the recommendation for an overall State Management Agency, all authority over community junior colleges and area vocational-technical schools now residing with the State Board of Education should be terminated simultaneously with the expansion of the Board of Regents authority.

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